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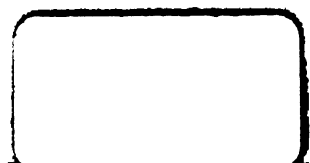
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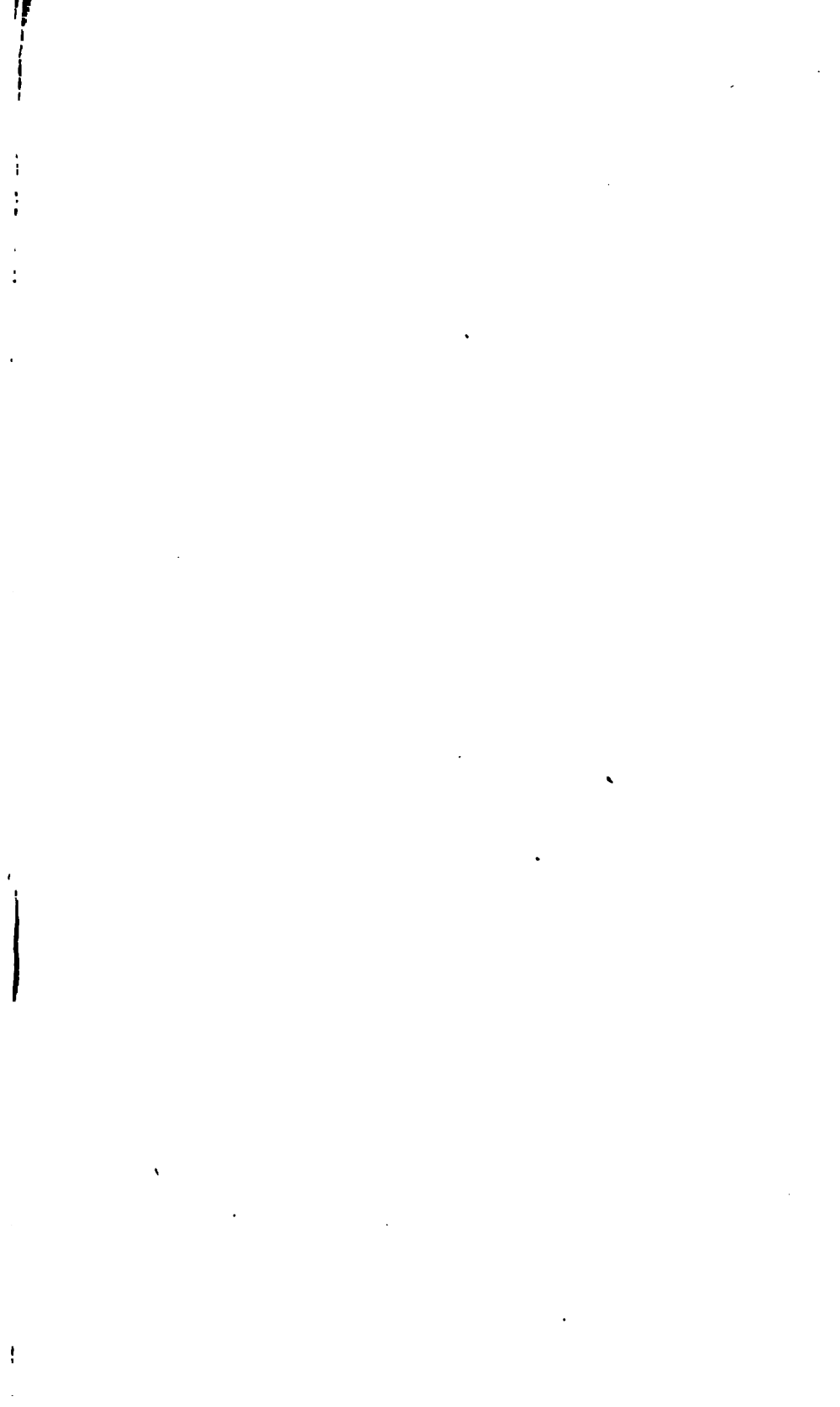
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Treatment of Delinquents

SEVENTY-THIRD ANNUAL REPORT

OF THE

 **Prison Association of New York**

135 EAST FIFTEENTH STREET

NEW YORK

1917

ALBANY
J. B. LYON COMPANY, PRINTERS
1918

FORM OF BEQUEST

I hereby give to the Prison Association of
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THE
Treatment of Delinquents

SEVENTY-THIRD ANNUAL REPORT

OF THE

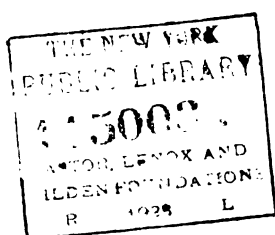
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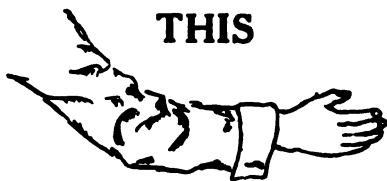
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PREFACE

THIS publication of the Prison Association of New York is an official report to the Legislature of the State of New York, the seventy-third of the series of annual reports begun in 1845.

Paragraph Six of Article Eleven of the Act incorporating the Prison Association of New York provides that "the said executive committee (of the Prison Association), by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect and examine, all the prisons of the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline."

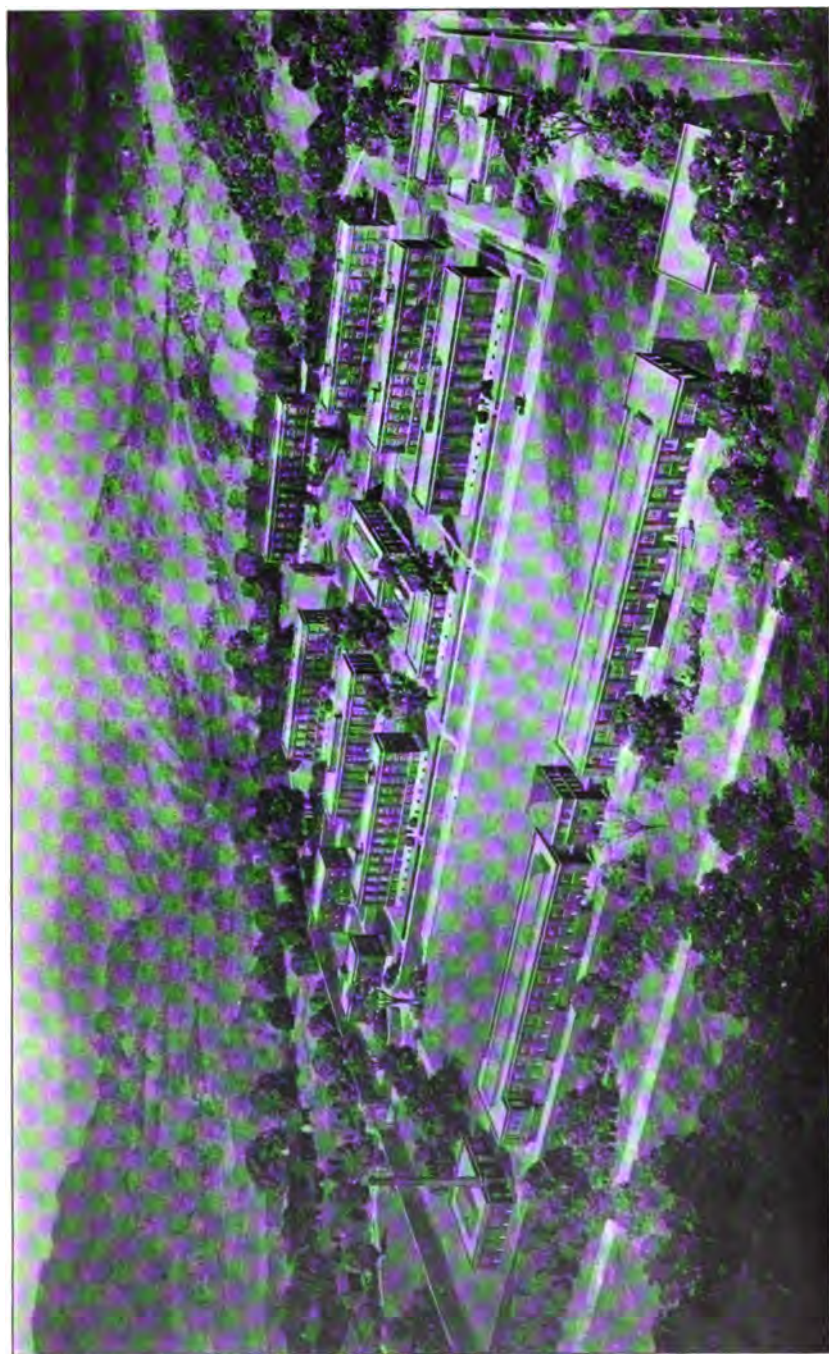
The same paragraph furthermore gives to the Prison Association of New York adequate power to make such inspections, and the State of New York provides for the printing of five hundred copies of the annual report of the Prison Association. Additional copies are purchased by the Prison Association for distribution to its contributors and many others, not only in New York State but elsewhere.

The principal activities of the Prison Association are outlined on pages 74-98 of this Report. The Bureaus of the Society are the following: Administrative, Inspection and Research, Parole, Probation, Relief, Employment, Financial.



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The New State Prison at Wingdale, (Under Construction.)

THE PURPOSES

OF

THE PRISON ASSOCIATION OF NEW YORK

- 1. The protection of society against crime.**
- 2. The reformation of the criminal.**
- 3. Protection for those unjustly accused.**
- 4. Probation, when suitable.**
- 5. Improvement in prisons and prison discipline.**
- 6. Employment, and when necessary, food, tools, shelter and other assistance for released or discharged prisoners.**
- 7. Necessary aid for prisoners' families.**
- 8. Supervision for those on probation and parole.**
- 9. Needed legislation.**
- 10. Publicity in prison reform.**
- 11. Research and advice.**

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1918

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STATE OF NEW YORK

No. 63

IN ASSEMBLY

APRIL 12, 1918.

SEVENTY-THIRD ANNUAL REPORT OF THE PRISON ASSOCIATION OF NEW YORK

HON. EDWARD SCHOENECK,

Lieutenant-Governor of New York:

SIR.— In accordance with chapter 163 of the Laws of 1846, we have the honor to present the seventy-third annual report of the Prison Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK,
by EUGENE SMITH, *President.*

O. F. LEWIS, *General Secretary.*



INTRODUCTION

THE PRISON ASSOCIATION OF NEW YORK

THE Prison Association of New York is a charitable society, absolutely dependent upon voluntary contributions. It was founded in 1844, and received a charter from the State in 1846. It has had an unbroken record since 1844, and at present conducts a larger number of activities, and we hope more efficiently, than ever before. The officers of the society are president, vice-president, recording secretary, general secretary, treasurer and an executive committee, which constitutes the governing board of the Association. The general secretary is the salaried executive of the Association. The objects of the Association are, according to the charter:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.

In recent years the objects of the Association have been stated briefly as follows:

1. The protection of society against crime.
2. The reformation of the criminal.
3. Protection for those unjustly accused.
4. Probation for first offenders.
5. Improvement in prisons and prison discipline.
6. Employment, and, when necessary, food, tools, shelter and other provision for discharged prisoners.
7. Necessary aid for prisoners' families.
8. Supervision for those on probation and parole.
9. Needed legislation.

The legal power of the Association is considerable. The executive committee, by such committees as shall from time to

time be appointed, has the power and the duty to inspect and examine all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. The authority for such inspection is found in Paragraph 6 of Article II of the constitution of the Association. Orders for the purpose of inspection and investigation are issued by one of the judges of the Supreme Court, or by other competent authority.

The record of the Prison Association has been one of honor and of value to the State. The Association was founded at a time when the rights of the prisoner and the duties of the State were very insufficiently guarded or understood. The society grew out of a wave of protest against abuses of prisoners and the low state of prison administration in this State. The activity of the society has been characterized not so much by a conspicuous declaration of activities as by persistent and quiet cooperation when possible with prison authorities and by consistent propaganda for the betterment of prisoners and the treatment of crime.

Conspicuous among the many results in which the Association shared were the campaign for the establishment of Elmira Reformatory; the study of the Jukes family by Mr. Dugdale, one of the managers of the Association; the development of probation in New York State; the development through many years of the parole system in New York City for the State reformatories and State Prisons; the establishment of the National Prison Association (now the American Prison Association) through the activity of Dr. E. C. Wines, corresponding secretary of the Association in 1870; the organization of the International Prison Congress by Dr. Wines after he had laid down his office as corresponding secretary of the Prison Association; the election of Dr. Barrows, corresponding secretary of the Association from 1900 to 1909, as president of the Eighth International Prison Congress; the campaign against the fee system in the case of county sheriffs; the increase of the endowment fund of the Association since 1910 from \$9,000 to nearly \$100,000, and the increase in recent years not only of the membership of the Association, but of the income of the Association and the accompanying development of the fields of activity of the Association. In recent years the Association has made a considerable part of its activity the cooperation in development of new institutions, such as a new Farm Industrial Prison to take the place of Sing Sing, the State Industrial Farm

Colony, the State Reformatory for Misdemeanants, the farm colony of the Board of Inebriety of New York City and the proposed State Custodial Asylum for Feeble-Minded Male Delinquents.

The most conspicuous militant activity of the Association has been, recently, the campaign under the slogan: "Sing Sing Must Go."

The Prison Association is recognized throughout the country as an important association in its field, and is daily called upon to furnish information to citizens of other states and countries as to the betterment of prison conditions, legislation and other social problems connected with delinquency.

The Association's report has been materially shortened this year, partly because it is important further to economize during the period of the war, and partly because the detailed reports of inspections of correctional institutions have been so ample during recent years as to accomplish their purpose of portraying during a series of years the conditions most needing rectification. In the present report, such inspections are summarized.

The following report presents, first, a series of chapters (21 to 81, inclusive), embodying the "necessary next steps in the treatment of delinquents," under which title these chapters have been separately published and used in the legislative session of 1918. Following these chapters there is presented in chapters 9 and 10 a brief summary of the activities of the Prison Association in 1917. The concluding sections of the Report present the summarized inspections of the Association for the year.

The Bureau of Inspection and Research has devoted its work of inspection during practically entirely to the county penitentiaries, county jails, and institutions of the Department of Correction of the City of New York. In 1918, detailed inspections will be made of the prisons and reformatories.

THE NEXT STEPS TO BE TAKEN

SUMMARY

1. Misdemeanants should be admitted to the New York State Reformatory at Elmira, on an indeterminate sentence, with a maximum of three years. A parole system, similar in principle to that already employed by the Reformatory, should be established for misdemeanants committed to the Reformatory. (Page 69.)

2 There should be established a custodial institution for male defective delinquents, and an institution for female defective delinquents. The power of transfer of defective delinquents from other correctional institutions should be provided by law. Custody in these institutions should be indefinite, as is at present the case in the hospitals for the criminal insane, and in the asylums for the feeble-minded. (Page 56.)

3. The psychiatric clinic, established at Sing Sing Prison, and heretofore maintained by private funds, should be taken over by the State, and appropriations for its continuation and development should be made. (Page 31.)

4. Appropriations for the maintenance of the new prison at Sing Sing as a reception hospital and clearing house should be made as soon as the new institution approaches completion. (Page 31.)

5. The State Parole Board should be reorganized, the members thereof to give their full time to the work. An adequate corps of parole officers should be provided, as well as necessary clerical workers. (Page 49.)

6. A Commission should be authorized by the Legislature, to study the correctional needs of the State, and its political divisions, and to present a plan for the centralization of the management of correctional institutions under a State Department of Correction. (Page 62.)

7. Criminological clinics should be established in the several cities of the State, to act as the scientific arms of the Courts. (Page 42.)

CHAPTER ONE

THE "INDIVIDUAL TREATMENT" OF PRISONERS

IT is generally accepted at present that the chief purpose of the imprisonment of lawbreakers is the *protection of society against crime*. Of all methods of reducing crime and preparing prisoners for an industrious, law-abiding life after imprisonment, reformatory methods seem most effective.

The problem, therefore, facing an intelligent prison administrator is as to what constitute the best methods of securing the reformation of prisoners. The trite phrase that "prisoners are human beings, after all," is accepted increasingly by the American public, and the statement manifests their belief that the prisoner is entitled to humane and rehabilitating treatment. This attitude of mind does not, however, in itself outline any specific method of achieving such necessary results.

The basis of a reasonable and constructive treatment of prisoners must be an adequate knowledge of their individual needs. These needs are often not obvious. Frequently they can be discovered only after considerable time, and careful study. The laws of the several American States assume in large measure that it is the duty of the State to render the inmate, through imprisonment, better fitted to be a decent citizen and a self-supporting member of the community. The State must therefore discover what the needs of the individual prisoner are, that such rehabilitation may take place.

This is good economic reasoning, as well as a sound humanitarian principle. The State aims primarily to reduce crime. However, a considerable proportion of inmates of prisons return to crime, after their release, for many causes, some of which are: Industrial incompetency, mental incompetency, physical incompetency, and unstable character. It is clearly advantageous to society, then, that the prisoner should emerge from prison without such incompetencies.

A characteristic of the history of prison management in this country has been the gradual perception of the soundness of this principle of the necessity of an adequate rehabilitation of the prisoner. In many parts of the United States, however, hardly more than the principle has been recognized. The machinery for

equipping prisoners for life is in general still faulty, often deplorably lacking, and not infrequently deliberately or callously unprovided.

One hundred and seventeen years ago Franz Joseph Gall wrote :

“The measure of culpability, and the measure of punishment, cannot be determined by a study of the illegal act, but only by a study of the individual committing the act.”

The Individual, and Not the Crime.

Over a century has passed since Gall emphasized the fact that it was the individual and not the crime that must be regarded as the basis of treatment. Yet today it is still “modern” doctrine, unappreciated in large measure. Men are sent to different prisons according as they are felons or misdemeanants, a legal distinction. Murderers are considered as far more vicious and depraved than thieves, and thieves than vagrants. The law assumes to be able to differentiate between degrees of crime, and sets maximum sentences according to the apparent seriousness of the offense — not according to the apparent mental and physical characteristics of the offender. For the law has seized upon those characteristics that could be observed superficially and were apparent facts. Children were held to be less responsible than those over sixteen years of age, and persons over sixteen years of age have been regarded as far more reformable than those over thirty years of age. Insanity has been a cause for acquittal, or for removal to an insane hospital, but feeble-mindedness, not so clear-cut or apparent, has passed by the law into the prison.

These conditions are recognized and pointed out in such a statement as the following, by Dr. Bernhard Glueck, director of the Psychiatric Clinic at Sing Sing prison, who says that

“The intensive study of the individual delinquent from all angles and points of view”

must be the aim of the modern criminologist, and consequently of the modern prison administrator.

“Human beings vary within very wide limits in their susceptibility to correction or reformation. Some individuals, because of their psychological makeup, either qualitatively or quantitatively, are absolutely and permanently incorrigible, and can be dealt with only by permanent segregation and isolation from society.”*

* Glueck, “Recent Progress in Determining the Nature of Crime, etc.” Proceedings Nat. Conf. on Social Work, 1917.

The converse of that statement is that many individuals within prison walls are only accidentally criminals, and are highly salvable by proper treatment, if indeed they need special treatment at all. A reasonable social environment provided in prison, and opportunities for industrial training, will suffice for a fairly large portion of the prison population. But the fundamental truth underlying both statements is that *each individual delinquent must be known to the proper prison authorities*, not superficially but thoroughly. Otherwise both the incorrigible criminal and the accidental offender, as well as the feebleminded, the pervert, the insane and the physically diseased, will continue to be treated by the mass method, which is a penological survival of the principle of treating all or most diseases out of one bottle of medicine, and trusting to Providence — and to luck.

The Historical Development

At all stages in the history of American prisons, there have been efforts to ameliorate the conditions of prisoners, but they have been either sporadic or mainly external. The word "reformation" has appeared in the literature of prison reform for over a century. The salvage of prisoners is no new occupation. The Pennsylvania Quakers, a century before the American Revolution, fought against the use of capital punishment as a barbarous and indiscriminating measure of social protection against crime. Their efforts reduced the severities of the penal law in Pennsylvania in the late seventeenth century, but they succeeded only by conceding that severe physical punishments (and a century later, long terms of imprisonment) should take the place of the death penalty. This was, for the time of its enactment, a radical reformation of the penal law.

The fearfully long terms of imprisonment became, with the advent of a prison system in this country, from 1790 on, tempered with mercy through the use, and then the abuse, of the pardoning power, as exercised by the chief executive of the State. For the limits of human endurance required the establishment of some hope of an ultimate or possible reduction of sentence.

Out of the use of the pardoning power grew the principle of the commutation of sentence, generally for good behavior or good work, but often also for other than administrative reasons, thereby shortening the terms of all well-acting prisoners, but nevertheless failing to establish forms of individual treatment.

Physical and moral atrocities occurring within prisons led to the establishment of separate juvenile reformatories, like the House of Refuge in New York City, in 1824, thus removing children from the association with adults, in State prisons. The motive was of course to secure greater individualization of treatment, but what resulted was mainly the creation of two groups of prisoners out of one larger group. Nevertheless, there are frequent records of substantial efforts to develop "personality" in these children's institutions, of the kind that was permissible in well-conducted children seventy-five to one hundred years ago.

Fifty years later, in 1876, there was opened in New York the first State reformatory for adults, between the ages of 16 and 30. The purpose of this institution was further to break up into groups the prison population, separating from the older prisoners the young and assumably more salvable inmates. A program of rigorous and persistent academic, industrial and physical education was initiated, the indeterminate sentence and parole were introduced, and the assumption was evident that the inmate, when trained by the comprehensive curriculum, would emerge from the reformatory equipped to make and hold his place in the world.

The period from 1876 has been one of continued experimentation in correctional methods in this country. We are the land of so-called "reformatory methods." The indeterminate sentence, parole, probation, the honor system, and still later the efforts to give to prisoners a share in the government of their own prison house, have seemed to justify the belief that the function of the State treatment of prisoners is to reform.

Principles and Methods

There is a wide difference between the adoption of *principles* and the successful working out of *methods*. Placing a law upon the statute books does not ensure its successful application. The legal recognition of reformatory and preventive methods, to be applied to the problems of crime, has not meant in all instances the successful working out of the purposes of the laws. Indeed, the time is now ripe for frank recognition that *to a deplorably large extent, our methods of administration of sound reformatory principles like the indeterminate sentence, parole and probation have been weak, often trivial, and even wretchedly automatic.*

We have too often allowed ourselves to be lulled into comfortable penological drowsiness, if not into sleep itself, by the belief that, because so many excellent principles of rehabilitation have been embodied into law, our practice must be equally good.

We ought, especially at present, to face our faults and our failures. We have too long complacently praised our progress. We have too long allowed ourselves to believe that because we are doing many things well, and are ingenious in experimentation, we are doing all things well, and that all our experiments are successes. The close of the wholly unprecedented war of nations now being waged, which involves the entire world, will undoubtedly be followed by a great increase in delinquency. It is to be regarded as inevitable that the return to this country of a million, or of several million young men, mainly out of employment, will create labor problems of readjustment that will force not only the weak-willed and the marginal man into delinquency, but will expose even the stronger-minded to serious temptations. The nature of the life led by the soldier and that led by the daily worker in manual and clerical occupations vary to a high degree. It is casting no reflection upon the discipline of the army and navy, or of the American soldier and sailor, to proclaim the high necessity of preparing for problems of delinquency at the close of the war.

Now is, therefore, the time to take account of stock within our own State of New York, and to survey certain of our present methods of treatment of prisoners, and the possibilities of change or improvement.

First of all, and most of all, *we need to know the prisoner*. We have, until now, left in the main the reformation of the prisoner to his own resources, in prison, within the groups or the lines that have been prescribed for him to follow. Our point of view has been that, if we gave the prisoner the *chance and the facilities for reformation*, his obligation and responsibility was to employ those agencies. If he did not, our part of the bargain was largely met. The assumption has been, therefore, that the prisoner was responsible for his acceptance or his refusal of reformatory methods.

This theory, by which the State went so far as to place before the prisoner, in the State reformatories in particular, the means of reformation — industrial, scholastic, and physical — is faulty, in so far as it is made to apply to all prisoners in an institution. The theory works well enough for the "normal-minded," but

poorly or not at all for the mentally deficient and the psychotics. Hence, among other reasons, the partial failure of the reformatories to reform.

The assumption of the responsibility of the individual for his acts has been a fundamental part of the law of this country. Mitigating circumstances have found their way into the law, gradually, as in the case of the insane, who are acquitted or committed to a hospital for the insane. Children under seven have been declared by the law irresponsible, and diminished responsibility has been attributed to children between the ages of seven and sixteen. But, in general, the law of the land still assumes the responsibility for their acts of other members of the community. And their reformation, in prison, has been sought through methods that would assume normal-mindedness on the part of the inmates, and the ability to appreciate the significance of the methods employed.

Theories of "Reformation"

We still speak of "reformation" as a modern prison policy; as though it were a relatively new departure from older, punitive methods. The word "reformation" has been employed in the discussion of prison administration for over a century, but it has meant different things at different times, both to the prison administration and to the prisoner.

The early decades of prison reform in the United States, from 1790 on, for a half century at least, regarded "reformation" as a *spiritual conversion* and not as an industrial and social problem. Two aims in the main actuated the early prison reformers: To save the souls of prisoners through a spiritual regeneration and to make prison conditions bearable although not comfortable or constructive.

A second conception of "reformation" gathered strength, particularly with the establishment of the State reformatories for young men between the ages of 16 and 30, beginning in the seventies of the nineteenth century with the establishment of Elmira Reformatory. This movement was characterized by the effort to bring about the *industrial* reformation of inmates — to fit them for the after-prison life by training them in the trade-school and shop, and to equip them physically and mentally by the gymnasium and drill-hall, the school and the lecture. The mass-treatment of prisoners, typical of the State prisons, gave way in the State

reformatories to the treatment and training by groups and grades. Definitely unfit individuals in the groups were removed, at times, and some effort at special training or study was undertaken for the mentally backward.

The beginning of the first half of the twentieth century has been increasingly marked by substantial efforts at reformation through *character-building*. Not only have industrial, physical and scholastic education been retained in the reformatory program, and some effort at religious conversion, but the new basis of reformation has been emphasized which would place responsibility for conduct and for progress in the prison upon the shoulders of the inmates themselves, through the honor system and more recently through experiments in self-government.

The honor system is essentially a character-builder, because the inmate is placed upon his honor not to betray the confidence placed in him, under circumstances of great temptation to escape, either within the prison walls, or out upon the road or farm. Mr. Osborne's introduction, at Auburn and Sing Sing prisons, of self-government, was the most radical experiment in the development of character-building yet recorded in prison administration in this country, and has not been outdistanced by any subsequent method of administration. "Only by the practice of freedom can men be fitted for freedom," has been the key-note of the self-government movement.

Certain fundamental features of prison administration, like the indeterminate sentence and parole, have been employed for reformatory purposes, through the development of self-control, self-direction and initiative. Probation and parole are today well-recognized features of the treatment of delinquents, and each of them places responsibility upon the probationer or upon the paroled inmate, respectively, to "make good" through personal effort, guided by official supervision.

But none of the above-mentioned principles — conversion, industrial, scholastic and physical education, character-building through honor system or self-government — has satisfied dispassionate students of the correctional problem. Successes have been scored, indeed, but failures have also been deplorably frequent. Conversion, in the early days, registered few results of prominence. The prisons of the first century of American prison reform, approximately from 1790 to 1900, were built to be stern, forbidding and often inhuman, on the theory that the greater the

physical discomfort and gloom, the sooner might the inmate be terrorized into leading an honest life. But such reformation, through brutalization and inhumanity, floggings and starvation, failed to prevent great percentages of returns to prison for subsequent crimes.

The State reformatories have achieved notable results in increasing industrial and educational fitness in a considerable proportion of their populations. Habits of work and of conduct have been developed; values have been taught. But nevertheless, the State reformatories have nowhere scored such remarkable percentages of success in preventing the return of their inmates to prison as to be clearly justified in their claims of results — claims which have been modified considerably in recent years.

The honor system and self-government, as methods, are still too new to have become the subject of comprehensive investigations. Claims, optimistic and sometimes apparently extravagant, are frequently made of the splendid results achieved, but such claims are still impressionistic.

Each step, as above outlined, toward a more humane and constructive treatment of offenders has also been a step toward a more intensive individualization of treatment of the prisoner, as we have seen. The honor system deals with the individual prisoner. It represents an agreement between the prisoner and the warden, whereby each trusts the other, and each gives and takes, the warden giving greater privileges in return for the greater responsibility assumed by the prisoner not to betray the warden's confidence by running away or committing violations of the prison rules.

Self-government has further individualized the treatment of the prisoner, in that there has been added to the personal relationship between the warden and the prisoner a personal relationship of obligation and responsibility between the individual inmates, approximating the relationship of citizens to each other in the outside world.

But all of these developments of the individualization of the treatment of the prisoner by the prison authorities have been based upon the assumption that the prisoner would react normally. In a large proportion of instances, perhaps six or seven instances out of ten, subsequent lack of anti-social conduct and consequent recidivism seemed to show that the "system worked." However, the factors utilized for reformatory purposes have been mainly

external, that is, factors like chapel, school, shop, trade-school, roadwork, farm. In a considerable number of instances the so-called reformation was not achieved.

"Successes and Failures"

The prisoner, reformed through conversion, was accepted as such upon the strength of his statement and his actions, without further analysis. The prisoner who, in the State reformatories, passed with fair success his industrial, physical and academic work, was paroled without further analysis. The prisoner who under the honor system succeeded in meeting his greater obligations, was accepted as a "success" and not as a "failure." The prisoner who in a self-government group succeeded in not overstepping materially the liberal privileges accorded to him, registered also a "success." The probationer who was finally discharged because he reported regularly to his probation officer once a week for three years, and didn't again get into trouble, was a "success." The prisoner on parole, who kept at work, so far as was known, and made six regular monthly reports, received his absolute release and was written down as a "success."

But, when the facts were looked squarely in the face, a considerable proportion of these so-called "successes" turned out to be ultimate failures. The converted prisoner sometimes backslid. The reformatory graduate, after gaining absolute release, found his way sometimes into State prison, after a year or so. The person on probation had a way of sometimes coming again before the court, and in the end serving a prison sentence. The honor man became in outside life in too many instances a man of dishonor, and even the leader of a self-government movement might find his way into court and prison more than once.

Now all this is not a cause for pessimism. It is, however, a reason for frankness. Fine results have been achieved, but in comparison with what *should* be achieved, they are unsatisfactory. An enormous financial burden is carried by every State of the Union in its war against crime. Each city expends a relatively important part of its budget in the apprehension, trial and imprisonment of law-breakers, in the protection of society, and in the efforts at the prevention of crime.

What, then, are some of the necessary next steps in the treatment of delinquents? What weaknesses are apparent in our pres-

ent systems of treatment? What can we learn from those who have most conscientiously and fearlessly probed into our present-day methods of prison administration, of probation and parole?

At least two types of mind are found among prison administrators and prison reformers. The one type, like Wagner in Goethe's *Faust*, marvels at the splendid distance we have traveled, and gloats over the difference between the present and what used to be. The other type of mind, of which *Faust* was the example, is impatient and profoundly dissatisfied, because progress is not more speedy. The superficial Wagner dodges the facts of the present. The man of the laboratory, *Faust*, faces boldly the unaccomplished tasks.

Some American prisons are becoming laboratories, instead of simply places for the deprivation of the liberty of human beings for a set period. It is from such laboratories that the newest facts are coming, statistical, psychological, and physiological, facts extricated from the complex personalities of prisoners, after long and sympathetic study. To the laboratories the prisons of the past have rarely gone. It is the duty of the penologist and the sociologist of today to study and to digest the facts of the laboratory, so far spread before them by the criminologist and the clinician.

CHAPTER TWO

CRIMINOLOGICAL CLINICS AT INSTITUTIONS

FINDINGS AT SING SING

IN the fall of 1916 there was established at Sing Sing prison, through the assistance of the National Association for Mental Hygiene, a psychiatric clinic, under the direction of Dr. Bernard Glueck, lately from the Government Hospital for the Insane at Washington, D. C. The aim of the clinic was not only to make intensive studies of the individual inmates of the prison, but also to assist the prison authorities thereby in determining the best and most permanent methods of reformatory treatment that should be provided for each prisoner.

No effort of similar magnitude and scope had been undertaken previously in any American prison for males. At the New York State Reformatory for Women, at Bedford Hills, there was established six years ago the Laboratory of the Bureau of Social Hygiene, a private philanthropic enterprise, of which we shall speak later, and which has worked along similar lines. Outside of these two clinical centers, little of comprehensive scientific scope has been done in the Eastern States in correctional institutions.

The physical environment of the psychiatric clinic at Sing Sing was temporary, and the staff was small during the first experimental year, but the results that have been compiled have been most significant, and have been arrived at through the most scientific methods, coupled with exceptional co-operation by the inmates themselves.

The basis of the entire year's work was diagnosis. The degree of success to be achieved in the treatment of delinquents was believed to depend upon the ability of the prison to define the nature and limit of the individual problem. Dr. Glueck has held that society has dealt with crime in a too impersonal manner; that it has devoted its energies largely to the administration of the criminal act; that it has treated the *offense* against a given statute, and not the *offender*; that the *human being back of the act* is the crux of the problem, and that the institutions, both prisons and courts, have consistently ignored the value of diagnosis as a powerful aid

in the treatment of the disease — the maladjustment — whether it was individual or social.

The records of prisons, as to the return of former inmates to crime, have conclusively shown that to an unwarranted extent the prisons have failed to check the stream of crime. Sing Sing is an illustration. Of the 608 routine admissions to that prison studied by Dr. Glueck during the past year, it was found that 406, or two-thirds of the cases, were recidivists, that is, repeaters. Society had failed in these cases to accomplish what it has set out to accomplish, in spite of the enormous expenditure of energy and money.

The Individual Delinquent

The results pointed inexorably to the proposition that the most fundamental factor in the treatment of the criminal is *the individual delinquent himself*. In order to attain the greatest measure of success in reducing crime and reforming the delinquent, it was held that there must be a scientific co-ordination of, and co-operation in, the several activities that deal with crime, such as the police, courts, prisons, public and private organizations, and the like. Each of these agencies must be able to utilize a machinery that will define the nature of the offender, so that each of the agencies may function most intelligently and with the least waste.

One of the pioneers of the new group of psychologists and psychiatrists, who today are leading the penologists and the criminologists to a realization of the basic importance of the thorough study and diagnosis of the individual delinquent, has been Dr. William Healy, for many years director of the Juvenile Psychopathic Institute, connected with the juvenile court of Chicago. His approach to the problems of delinquency has been through the adolescent child. Dr. Healy says:

“The dynamic center of the whole problem of delinquency and crime will be ever the individual offender. * * * Nothing is shown by our data more convincingly than the predictable inadequacy of social measures built upon statistics and theories which neglect the fundamental fact of the *complexity of causation*, determinable through study of the individual case. * * *

“Thorough study of individual cases does not imply that we shall always find the main cause of the offender's tendency in his own make-up — it merely implies the logical balancing

of causative factors * * * To single out and blame this or that specific condition, without proceeding by the scientific process of elimination and attempting to rule out all other possible causes, will not lead far toward real solutions." *

The belief, therefore, that a new agency should be supplied in guiding the treatment of delinquents has led to the entrance of the psychologist and the psychiatrist into the field of criminology.

"It is not because these men promise to solve the problem of crime by some magic procedure, but because it is in the nature of these disciplines to devote themselves to the understanding of human behavior, whether such behavior be normal or abnormal, that they have entered the field. The psychiatrist in his daily experience utilizes methods of procedure that are intended to bring about better adjustment in maladjusted individuals, and it is hoped that because of this experience he may be of assistance both as a diagnostician and as a therapist in the field of criminology." †

The psychiatrist holds that the individual, at any moment of his life, is the result of everything that has gone before, and that unless a proper knowledge of such antecedents, both constitutional and environmental, is had, no clear conception of the problem involved is possible. A diagnostician in crime must be a sociologist as well as a clinician, and while he must not subscribe to the one-sided view that all criminal behavior is due to faulty economic or social conditions, he can just as little afford to ignore such deleterious influences as actually do play a part in the production of crime.

But Dr. Glueck points out that the psychiatrist will eventually be of little use in the solution of the problem of crime if he stops short with merely *labelling* the criminal. He must make himself useful as a therapist, as a co-worker with the warden and his staff in curative measures. His diagnosis and therapy will, moreover, be of little avail, unless the institutional means are provided for the carrying out of the necessary treatment.

This realization of the necessity of establishing a systematic provision for the individual treatment of prisoners has led to

* William Healey, M.D. *The Individual Delinquent*, pp. 24-26.

† Bernard Glueck, M.D. *Recent Progress in Determining the Nature of Crime and the Character of Criminals*. (Proceedings of National Conference of Social Work, 1917.)

the provision by law of a *reception prison and clearing house* * at Sing Sing prison, and construction is well under way.

"The clearing house is an accepted institution in the modern industrial world. It is an institution which makes possible a clear delineation and characterization of the individual members of large groups, for the purpose of bringing about a better classification and better adaptation. In connection with the problem of crime, a clearing house is to serve as an auxiliary institution to the existing machinery for the administration of the law, whose object it would be to make such study and observation of the individual offender as will enable it to furnish dependable recommendations: First, to the court in cases of demonstrable, diminished or absent responsibility; and second, to the administrators of penal and reformatory institutions in all cases, with the object of bringing about such a relationship between the prisoner and the institution as will tend to produce the maximum degree of readjustment between him and society upon his release from the institution." †

Two Kinds of Clearing Houses

It should be carefully noted that we are here speaking of two different functions of these so-called clearing houses, or criminological laboratories. The one kind of clearing house would function as *an arm of the court*, and would assist the judge in determining the proper sentence to impose, or the proper disposition to make of the case in court. This clearing house, functioning in co-operation with the court, would therefore receive for examination *persons already convicted of an offense*, house, in differentiation from the clearing house within the prison *but before they were sentenced*. The purpose of this clearing house, in differentiation from the clearing house within the prison itself, would be to furnish the court with a report on the mental and physical condition of the convicted person, sufficiently exhaustive to enable the court to pronounce a proper sentence. We shall speak of this type of clearing house, or criminological clinic, later in detail. ‡

*For details of efforts leading up to the establishment by law of this new institution, see Annual Report of Prison Association of New York for 1916, pp. 25 ff.

† Glueck, op. cit.

‡ Page 42

The second type of clearing house is exemplified by the psychiatric clinic directed by Dr. Glueck during the last year at Sing Sing prison. This clinic has been experimental, but plans are completed for the erection on the site of the present Sing Sing of a new and modern institution, as we have stated, which is to serve as a clearing house and classification prison of all prisoners committed to State prisons in this State. It is at present planned that all State prisoners shall be admitted to this institution first, where they are to be kept under close observation and study, and under intensive vocational training for such period of time as will be necessary to enable the administration to define clearly the problem that a given prisoner presents.

It is estimated that the average prisoner will probably require a three or four months' sojourn at this institution before such clear definition can be had, and before the kind of training can be outlined that will promise the best results in a given case. Some prisoners will require far less time, and some prisoners more.

Types of Inmates

Out of the year's scientific study of Sing Sing's inmates, the conclusion has been reached that the clearing house at that institution will concern itself mainly with *five fairly well-defined types of inmates*, who will, undoubtedly, after adequate diagnosis be distributed among the State prisons. The following five categories, outlined by Dr. Glueck, omit the so-called "accidental criminal," that is, the person who before coming to prison was well able to earn his livelihood by honest means.

1. *The normal young adults*, capable of learning useful trades, in whose criminal careers the question of economic dependence has played an important role, and who, it is believed, would have greater opportunity to refrain from committing crime in the future if, during their sojourn in the institution, they were made to find the proper means for acquiring useful trades.

2. *The normal prisoner* of more advanced age, who at the time of coming to prison is beyond his formative period, and not very likely to acquire a trade, and who in most instances will find his natural level among the unskilled laborers upon his return to the general community. It would be highly difficult to reconstruct the industrial life of such men, involving great expenditure of time and money. The prime consideration involved here is the extent to which these prisoners may make themselves useful to the State during the period of their sojourn in the institution.

The above two groups seem to constitute about forty to forty-five per cent of the admissions to Sing Sing prison, and are mainly first offenders. With these two groups, the State should do all it can to prevent relapse into crime. With the following three groups, the problem of rehabilitation becomes much more complicated.

3. *The insane delinquent.* The prisoners belonging to this group are either actively insane at the time of admission to the penal institution, so as to require immediate transfer to a hospital for the insane; or, while showing unmistakable evidence of mental disease, are still capable of so conducting themselves as not to make it imperative to transfer them to a hospital for the insane. Problems connected with this group are: The diagnosis of insanity; the decision as to whether the inmates in question should be transferred to a hospital for the insane, or whether they may be made productive to the State in the prison itself without transfer; and whether such prisoners, or which among them, should be retained permanently because of their mental condition.

4. *The defective delinquent.* We shall discuss this general problem of the care of the defective, or feeble-minded delinquent at length elsewhere (pages 42-47), but would state here, following the classification of Dr. Glueck, that the prisoners within this group suffer from various stages of arrested mental development. In their past careers, they have shown a tendency to commit crime repeatedly as a result of their defective general intelligence. In them the ordinary methods of procedure, even in the best conducted penal institutions, are not likely to produce the degree of reconstruction of personality which would assure normal social behavior upon release to the community. A considerable number of these individuals will require, for a rational solution of the problem that they present, permanent segregation in an institution for defective delinquents. In such an institution the majority of these inmates could be made self-supporting by some simple work, and could be made to lead satisfactory lives without being exposed to the vicissitudes of a complex social order, and without exposing society to the menace which is inherent in a defective who is inclined to behave in an anti-social manner. The percentage of defectives among recidivists is very large, and one feels that if the problem of mental deficiency were handled more intelligently in any community, the amount of recidivism would be reduced considerably.

5. *The psychopathic delinquent.* These prisoners are burdened with a mentality which, while not placing them within the well-recognized categories of mental disease, brings them decidedly outside the pale of normal human beings. The psychopath contributes very largely to the ranks of the recidivists, and in many respects contributes a greater menace to society than does either the insane or defective delinquent. While in many instances not much hope may be entertained of bringing about a decided reconstruction in the personality of the psychopath, many others are capable of being readjusted, at least to the extent of useful and normal existence under proper circumstances. It is this group that will require the most intensive individual attention in prison.

The above outline evidences the initial stages of a comprehensive and highly important attempt to provide for "the administration of the problem of crime by scientific facts instead of by blind tradition, and in that it earnestly intends (through such study and the subsequent distribution of prisoners to institutions where their individual needs will be best met) to apply all its resources towards an attainment of that ultimate goal which all of us desire, the readjustment of that badly adjusted being, the criminal."

Facts from 608 Cases

Let us now, in confirmation of the above general statements of the new scientific movement for the study of crime, as exemplified at Sing Sing, give attention to facts elicited in a study of 608 cases admitted to Sing Sing during the last year. It is clear that the prison—and from one prison can be assumed the presence of relatively similar problems in other prisons—deals with a highly specialized group of people:

1. Of the 608 prisoners studied by psychiatric methods out of 683 cases admitted within a period of nine months, 66.7 per cent, or two-thirds, were not merely prisoners, but individuals who have shown throughout life a tendency to behave in a manner contrary to the behavior of the average normal person, and this deviation from normal behavior has repeatedly manifested itself in a criminal act.

2. Of the 608 cases, 59 per cent were classifiable in terms of deviation from average normal mental health.

3. Approximately three out of every ten possessed a degree of intelligence equivalent to the intelligence of the average American child of twelve years.

4. Of the above group (mentioned in paragraph 3) the average individual had already experienced 3.5 sentences in penal or reformatory institutions, and within five years practically nine out of every ten of the group will have been returned again into society.

5. Approximately two out of every ten of the 608 prisoners were constitutionally inferior, or psychopathic, to such a pronounced degree as to have rendered them totally unfit to meet the ordinary requirements of life in modern society. In this group the average individual has already undergone four sentences in penal or reformatory institutions. And this group will, in eight cases out of ten, emerge from prison into society within five years.

6. One out of ten of the 608 cases suffered from distinctly mental diseases or deteriorations.

The Bureau of Social Hygiene

The reason that we have discussed at length the establishment and findings of the criminological clinic at Sing Sing is not that it is the first or most extensive clinic of that kind. It was preceded by some five years at Bedford Reformatory by the Bureau of Social Hygiene. It would be hard to overestimate the pioneer yet thorough nature of this work at Bedford. However, that work relates itself exclusively to women offenders and these constitute a very small minority of the total number of offenders. Any work with male offenders, therefore, is quantitatively of very much greater importance. Furthermore, the work at Bedford has not hitherto succeeded in effecting to a large extent a practical change in the whole State system of treating the offender. It is true that an attempt was made to obtain legislation in 1917 to give this Bureau a wider field of service by making it available to a considerable number of institutions. This attempt, however, did not succeed, and some aspects of it are theoretically debatable. Lastly, the work and findings of the Sing Sing clinic promise to produce in a practical way, and in the near future, an epoch-making reorganization of the correctional work in the State prisons. It is for these reasons that more emphasis has been given to the Sing Sing clinic.

The work at Bedford has had, in general, a two-fold purpose: One, purely scientific; the other, more immediately practical. For the scientific side of the work it was intended to obtain data

bearing on the causes and possible elimination of the causes of crime, particularly among women. The nature of the work to obtain such data was to be four-fold :

1. *Psychological.* To test the native ability of the inmates as to their mental powers and also their emotional, moral and temperamental characteristics.

2. *Educational tests.* To estimate the actual acquisition of knowledge and the powers for such acquisition, as distinct from native ability.

3. *Sociological inquiry*, consisting mainly of the collection of data bearing mostly on the environmental factors, as indicated by home and social conditions and by hereditary history.

4. *Psychiatric research.*

The first two, namely, the psychological and educational tests, have been carried on in the laboratory located near the reception hall of the Bedford Reformatory. The sociological work is also directed from that laboratory, but consists mainly of field work. The psychiatric research was not begun with any degree of thoroughness until the opening of the psychiatric hospital in June, 1917. Some of the scientific work was intended merely for testing the methods to be applied in the various divisions of the scientific research.

A considerable amount of most valuable information on the nature of the female offender and of the causes of crime among women has been made public, partly in annual reports of the reformatory, partly in special studies. Some of it has appeared in a recent volume by Dr. Weidensall, formerly chief of the laboratory; but what was probably the most important contribution of the laboratory has not yet been published. This is the comparative study of separate units of 50 women from various institutions, or women on probation. In the near future we should also have some new and enlightening contributions on the nature of the psychopathic woman offender. The laboratory has had every facility for doing thoroughly good work. It has been generously financed by Mr. John D. Rockefeller, Jr., and has had practically unlimited access to the scientific material presented in the inmates of the reformatory.

In the second general purpose of the laboratory, namely, to obtain data, and to make such data directly serviceable in respect to the treatment best suited for each individual at the institution or upon her discharge or parole from the institution, the laboratory thus far has not attained the maximum of its potentialities. The administrative changes at the reformatory, and various difficulties not related to the work of the laboratory proper, have retarded the full fruition of the aspect of the work.

Other Clinics

Three other distinct attempts at institutional clinics in criminology in this State have thus far been made. In two cases, they constitute chiefly a change in the institutional physician's work so as to emphasize this new phase. This has been the case at the reformatory at Elmira and at the State Prison at Auburn. A more definite and comprehensive attempt may be recorded for the Department of Correction of New York City. The penitentiary on Blackwell's Island, under the jurisdiction of the Department, was designated as a receiving institution at which the scientific work was to be carried on. After some difficulty, appropriations were granted by the Board of Estimate and Apportionment of New York City, for the salary of a psychiatrist with assistants, and for the remodeling of the present Industrial Building of the penitentiary into a psychiatric clinic, laboratory and hospital. About the same time the Parole Commission for the City of New York began its activities with a comprehensive plan for the thorough inquiry into the case of each prisoner received. There would thus have been created on a large scale a psychiatric clinic with available field workers. However, after a short period, the physician who was appointed as psychiatrist joined the Army, and the work is now at a standstill with a very precarious future.

Results

Two points have become clear as the result of the work of these clinics thus far. They point the way toward the future development of the State's treatment of its offenders. It is of great importance that they be clearly understood both in themselves and in their bearings on a future program.

1. The first is this: A large number of prisoners examined at these institutional clinics were found to have been such as should never have been sent to the institution at all. In some way, before they reached the institution, they should have been recognized as unfit. Their unfitness may have been due to several reasons. Possibly they were insane, many of them very likely feeble-minded to a serious extent, others so evidently accidental offenders as to have deserved probation and so on; but this discovery should have been made before they ever reached the institution. That means that there should have been a criminological clinic at the court. They should have been recognized before the judge sentenced them to the institution and should have been disposed of in accordance with their particular needs instead of being sentenced to those institutions. This fact, the importance of which cannot be overestimated, means only one thing. *In the future criminological clinics must be developed in connection with the courts.* (This matter will be discussed more fully below.*)

2. The second point that has become exceedingly clear is that when the clinic has made its diagnosis, has presented its findings, has outlined the proper treatment desirable, there is, in most cases, no way of supplying that treatment. Prisoners are admitted to county jails, county penitentiaries, city institutions, state prisons, reformatories, prison farms, etc., without regard to the kind of treatment or training that such institutions are capable of giving. The work of the criminological clinic, therefore, in order to be effective, must be followed by the treatment found to be necessary by the clinic. There is only one way of remedying this situation for all prisoners throughout the State and that is, by the establishment of a State-wide Department of Correction. This, therefore, is the second direction in which the State must develop in its treatment of the offender.

In the following chapters will be discussed the methods or agencies which are necessary to promote this two-fold development of the State's program. On the one hand, the establishment of court clinics and on the other hand, the extension of the indeterminate sentence and parole, the establishment of custodial institutions for the feeble-minded, the erection of a State Department of Correction and aid for the discharged prisoner.

CHAPTER THREE

THE PSYCHOPATHIC CLINIC AND THE COURT

IN the preceding chapter we have dwelt upon the necessary and complementary relationship of the clearing house (criminological clinic, psychiatric clinic) to the institutional management of prisons and other similar places of imprisonment. In this chapter we shall show the absolute necessity of the establishment of similar scientific centers of investigation *in connection with, and close to, the court of criminal jurisdiction.*

In a number of cities, such scientific adjuncts, designated in the several cities by different names, such as psychopathic institute, psychopathic clinic, clearing house, etc., already exist. Chicago has led the entire country in the establishment of a psychopathic laboratory in connection with the courts. The Juvenile Psychopathic Institute of Chicago, and the Psychopathic Laboratory of the Municipal Court were the first of the kind to be established in this country. For a number of years, until his going to Boston to fill a similar position, Dr. William Healy conducted exhaustive and authoritative studies in Chicago as the director of the Juvenile Psychopathic Institute.*

In Boston the Judge Baker Foundation has recently been established and has called Dr. Healy to similar work in Boston. Within the present decade other cities, among them Cincinnati, Seattle, St. Louis, Philadelphia, and New York have maintained, either through public or private agencies, similar clinics or laboratories.

An "Arm of the Court"

The psychopathic clinic (criminological, psychiatric, clearing house) *functions as an arm of the court.* It receives for examination *persons already convicted, but not yet sentenced.* The theory of sentencing, under the new conception of penology, is that of a determination of the proper *treatment*, rather than a determination of the proper *punishment*. The purpose of the clinic, therefore, is to furnish to the court a report on the physical and

* For detailed results, see "The Individual Delinquent," Little, Brown & Co., Boston, 1915.

mental condition of the convicted person, sufficiently exhaustive to enable the court to pronounce a proper sentence.

"A person who is morally sick, standing before the bar of so-called justice, should be studied from every possible viewpoint with the idea of making an accurate diagnosis before administering treatment. * * * The failure on the part of the legal profession as a whole, and of other persons connected in the management of the machinery of justice to recognize the need of applying the methods of exact science to the problems of crime and delinquency, is costing every community in the country thousands of dollars."*

What is meant by the term "psychopathic?" According to Dr. Herman M. Adler, State Criminologist of Illinois, the word "psychopathic"

"fills a gap in the old nomenclature caused by the widening field of the psychologists and the psychopathologists. The old distinctions between sanity and insanity have lost their former clear-cut, sharply dividing feature. There is a great increase in the number of cases in courts in which, while the question of insanity cannot seriously be considered, the existence of an abnormal mental state is clearly recognizable, and demands special consideration.

"This group of cases, representing a very large proportion of cases disposed of in the criminal courts, cannot be satisfactorily dealt with under the older conceptions of insanity. A term to designate this group was necessary which was wider in scope than any of the older classifications, and which yet included the latter. A further consideration, namely, that of avoiding as much as possible the stigma attaching to such terms as lunacy and insanity, influenced this choice. The term 'psychopathic' was finally adopted independently by various communities to satisfy these requirements."†

Such clinics secure, in general:

1. A report on the accused's physical condition.
2. An expert inquiry into the sanity of the accused.
3. An expert analysis of the mentality and moral development of the accused.

* Dr. C. P. Mc Cord, Albany. "The Psychopathic Laboratory." Address before New York Police Magistrates' Association, February, 1917.

† Herman M. Adler, M.D. "Organization of Psychopathic Work in the Criminal Courts." *Journal of Criminal Law and Criminology*, Vol. VIII, No. 3.

4. A careful report on the educational ability, family history, heredity and environmental handicaps, together with an accurate report of the industrial and so-called social history of the offender.

This type of clinic serves the Court much as the probation officer or probation bureau serves the Court. One function of the probation officer is to provide the Court with an adequate report on the *social* factors in the case of the convicted defendant. Probation officers are indispensable in a modern courtroom. But, unfortunately, probation officers are generally far too few to be able to collect comprehensive information upon the many cases assigned to them for report.

It follows that only those facts that seem to have the most material bearing upon the crime and the defendant are submitted by the probation officer. Moreover the probation officer is generally not a scientifically-minded person, but one chosen because of a supposed store of "common sense" or for his knowledge of the environmental conditions of the majority of offenders.

There is therefore not only room for the kind of thorough report that the clinic would present, but there is absolute need of such reports. The probation officer needs the clinic as much as any other source he can secure for purposes of information. Physical defects often explain the reason for the commission of offenses. Mental deficiency and aberration are frequent causes of crime and of other anti-social acts. Many of these causes are hidden and remote, discoverable only after close and persistent attention. There are many grades and degrees of responsibility for crime, and many stages of mental and physical deficiency.

The Clinics Are Advisory

Psychopathic clinics are, therefore, essential parts of the Court's equipment. Such clinics are not of themselves the agencies that *distribute the offenders* to specific institutions. They do not usurp the functions of the judge. They are advisory, reporting back to the Court. The procedure is substantially as follows: The Court remands for specialized study in the psychopathic clinic such persons coming before the Court as he feels should receive mental and physical study. Such remanded prisoners will, upon the completion of the clinic's study, be returned to the Court for sentence.

"Psychopathic work in connection with the criminal courts accomplishes two purposes. In the first place, it classifies the individual delinquent or criminal not according to the type of his act nor according to the amount of damage done, but according to the elements of his personality. In other words, it attempts to disclose the underlying causes of the particular act which brought the delinquent into court. In the second place, on a basis of such facts as this examination discloses, a plan of treatment may be devised to suit the needs of this particular individual rather than the general requirements of this type."*

It is clear that such clinics should be readily accessible to the Courts requiring such service. Judges need prompt opportunity for consultation, as well as for the more comprehensive reports on complicated cases. The close-at-hand clinic is an inducement to the Court to use it.

"There is great public gratitude awaiting officials who by full provision for the scientific handling of court cases in any community demonstrate the presence within these ranks of a considerable number of deficient persons who do not need imprisonment and punishment as much as they need supervision and treatment, and who, as a result of such proof, furnish the strongest argument for ample and suitable special institutions for the various types, wherein they may be permanently taken care of, made more nearly self-supporting, and where they will no longer be turned back into society to commit more serious crime and to swell the ranks of the group of 'repeaters.' Many of these cases appear *normal* as they come under the eye of the law; that is, so far as their mental condition is concerned; and only expert examination will reveal the derangement at the bottom of their crime.

"Thus we come to the inescapable conclusion that mental deficiency and certain forms of insanity, epilepsy and nervous instabilities play a considerable part in contributing to the group of persons passing through our courts, who are maintained without diagnosis and unrecognized, in penal and reform institutions for varying periods, again to be turned loose upon society to commit a more serious crime. Coincidentally with this is developed the fact that in few communities is there any attempt to handle this problem in a scientific and practical fashion by making provision for a thorough examination from medical, social and psychological standpoints of persons accused of crime at the time that they come under the eye of the Court."†

* Adler, op. cit.

† McCord, op. cit.

It does not follow that there need be a separate clinic for each Court. A central psychopathic clinic can serve a number of Courts in the same city. The clinic's chief value will come through the frequent use made of it. Obviously, the use of the clinic should not be restricted to certain classes of cases, based upon arbitrary divisions as to age, previous convictions, or nature of offenses. How unsatisfactory would seem today any limitation of probation officers' investigations to certain classes, defined as to age, previous convictions and the like!

Types to Be Recognized

Every encouragement should be placed in the way of the Court to use the clinic. All cases apparently needing diagnosis should be eligible for such treatment. Justice also to the prisoner requires that such should be the case.

"In such a laboratory connected with a court of justice the following types might be recognized and treated approximately without being given a prison sentence:

1. The mentally defective or amenable type who should be committed to our present type of institution for the feeble-minded.
2. The feeble-minded individual with psychopathic tendencies who is a misfit in the ordinary institution for the feeble-minded, and is therefore too often cast back into the community, where he continues to be a menace.
3. The alcoholic without criminal tendencies, who should be treated in a hospital or State farm, without the stigma of prison and the unjust or useless short sentence, which makes no progress in correcting the underlying causes of the alcoholism.
4. The individual suffering from an infectious disease, who is now sent to a reformatory to be 'reformed' instead of to a hospital to be treated.
5. Cases showing abnormal mental conditions, which should be sent to a psychopathic hospital, for observation, from which place they may be committed to a hospital for the insane, if it should prove necessary.*

Dr. Adler has pointed out† that the organization of such psychopathic clinics must necessarily be relatively costly, but that the older methods have been tried extensively and for a long time,

* Edith R. Spaulding, M.D. Quoted by Dr. McCord.

† Adler, op. cit.

with, on the whole, unsatisfactory results. The continued reliance of the law on the efficacy of punishment has proved in considerable measure the futility of the principle.

Methods and Equipment

The returns from the clinic will be about in proportion to the investment. A small sum will produce a small clinic. A large sum will give large results. The field is one requiring expert and delicate technique. The problems are elusive.

It will not be sufficient to engage simply the services of a competent psychopathologist. A staff must be provided. The time taken by a conscientious examination is such as to require a considerable staff, if considerable results are to be obtained. Some of the staff should carry out the routine mental testing and the routine psychiatric examinations. Others should specialize in physical examinations, including anthropometric examinations, metabolism studies, and psychological examinations. Still others would be occupied with social problems, investigations of home environment; the history and antecedents of the individuals; problems of heredity and of education.

In the practical carrying out of this work a close relationship between the psychopathic laboratory and those agencies which deal with the delinquents in the community and in the institutions will be necessary. The first step in this direction would be to co-ordinate the probation department and other social service departments now connected officially or unofficially with the courts with the laboratory." *

Speaking of the results to be achieved by such a clinic, Dr. Adler says:

"Such a scientific observation, for a period often not exceeding ten days, or at most a month, proves frequently a short cut to the elucidation of social problems which might take years under the ordinary conditions of community life to determine, and yet it is often just these social questions which form the most important features of many of these cases, and the failure to elucidate them and to evaluate them properly often prevents adequate disposition of the cases." *

It is clear, therefore, that the clinic or laboratory becomes also a house of detention under the direct authority of the scientific staff.

*Adler, op. cit.

"In such an institution, even the entire routine of the inmates' lives can be made to yield significant facts. If properly officered by suitably trained nurses and attendants, such an institution could offer as an instrument for scientific investigation definitely pre-arranged conditions. An observation in such an environment would yield information in regard to the presence or absence of definite psychopathic traits, of inherent anti-social trends, facts in regard to the development of the individuals, whether depressed or optimistic, whether inhibited or retarded, whether hyperkinetic, or active; whether friendly or sulky, suspicious and hostile; whether truthful or dishonest, simple or complex in character. Furthermore, such an observation would offer the opportunity to make more extensive investigations than are possible at the court itself in the hurried proceedings produced by the numerous cases on the calendar."*

* Adler, *op. cit.*

CHAPTER FOUR

THE INDETERMINATE SENTENCE AND PAROLE

AMONG the nations of the world, the United States stands as on the whole the most advanced in prison administration. No other country has been so ready to experiment with new ideas. Principles or movements having their source in other countries have frequently enjoyed further development in the United States, and have become integral parts of the modern American prison methods.

Such has been the history of the indeterminate sentence, and of its complement, parole. England developed earlier than this country did a system of grades and marks, in connection with the system of transportation, and followed these stages (within the period of imprisonment) by a period during which the prisoner was allowed to leave the prison and remain under a system of supervision, called "ticket-of-leave." This ticket-of-leave period was, therefore, a testing period, an interval between straight imprisonment and straight freedom, during which the prisoner had the chance to try to adjust himself to a self-supporting life "on the outside."

This principle was taken over, and further developed, through the establishment of the New York State Reformatory at Elmira (1870 to 1876, when the reformatory was opened). Several fundamental theses were embodied in the law creating the reformatory and its procedure. First, the institution should be of a reformatory and educational character, and not simply a punitive institution like the prison from which it drew the younger and more helpable felons, between the ages of 16 and 30 years.

Secondly, the term of imprisonment should be variable, according to the needs of the inmate. It was emphasized, in the propaganda urging the establishment of such an institution, that the judge upon the bench was obviously unable, at the time of sentence, to determine with exactitude the suitable period of imprisonment. Indeed, in the first draft of the law creating the reformatory, a wholly earnest endeavor was made to make all sentences to the reformatory absolutely indefinite, without minimum or maximum, the period of imprisonment to be determined

absolutely by the board of managers of the institution. But this provision was unacceptable to the Legislature — and even today has not been admitted as sound in legislative halls, for so-called normal or non-insane criminals.

Therefore, a maximum period was designated, but the said period should be that period laid down in the Penal Code as the maximum for the specific offense of which the prisoner had been found guilty. But within the limit of such a maximum, the inmate might at any time be released by the board of managers of the reformatory.

Here entered the third thesis. This release from further imprisonment was not into *absolute*, but into *relative*, freedom. This period was called "parole," and during this undetermined period the inmate, while like the "ticket-of-leave" man in England able to live and work "on the outside," must nevertheless report regularly to the parole officer, must obey fairly strict rules of conduct laid down by the reformatory, and in general be industrious and well-behaved. In time, generally after six months or a year, an "absolute release" would be granted, unless the record of the inmate while on parole was unsatisfactory.

Today the principles of the indeterminate sentence and of parole are generally accepted as sound. The inmate is stimulated to conduct himself correctly within the prison, and to do the work assigned to him, because his earlier release depends largely upon those factors. Parole gives him a further chance to test himself out. He is therefore not callously discharged by the State at the prison door, but the supervision and the help of the State follow him for many months.

No other nation has as yet adopted the principle of the indeterminate sentence upon such liberal bases. But the very espousal by American States of the use of the indeterminate sentence and of parole has placed them in the position of championing and defending the soundness of the principles involved.

The Early Years

In the early years of the Elmira Reformatory the principles were novel to even the most intelligent citizens of the State, and both the Reformatory and the Prison Association of New York, which latter body was largely instrumental in securing the introduction of the indeterminate sentence, conducted active propaganda to make the application of the principles a success.

The early statistics of "reformations" through the reformatory methods employed at Elmira were very sanguine, and in time it was stated and generally believed that from 75 to 80 per cent of the inmates were "reformed." In later years, and at present, this percentage has been reduced through more careful study of parole statistics.

The indeterminate sentence was, obviously, a fundamental effort to secure for the prisoner the advantages of individual treatment. It laid upon him in large measure the responsibility for his conduct in the institution. It made his eligibility for parole depend upon his own acts or omissions. It made for him a parole period of modified liberty.

The assumption was, however, that when the indeterminate sentence and the parole period had been once offered to him, the responsibility for profiting by the same was largely his. In short, the indeterminate sentence and parole became highly important instruments of *potential reformation of relatively normal-minded inmates*, who could understand their opportunities.

But the administration of both the indeterminate sentence and parole, while in many respects successful, has been, nevertheless, more unsatisfactory than should have been the case. Through all the forty years since the opening of the reformatory the parole supervision has been notably inadequate. In the early years of the Reformatory, statistics were made up, to a considerable degree, on the basis of reports returned by letter from employers of the released inmates, an untrustworthy method. Later, several parole officers were appointed, but far too few to have any save the most casual, and often most perfunctory, contact with the inmates. The Prison Association of New York acted for many years as a parole agent of the Reformatory, and was quite aware that its one or two officers detailed to this work were quite unable to conduct the work with justice to the inmates on parole.

We emphasize through this statement the seriousness of an inadequate working out of an excellent principle. Since 1912 the parole supervision of the Reformatory has been considerably extended, and additional parole officers are upon the rolls, but even at the end of 1917 there was a proportion of hundreds of men to each officer on parole during a minimum period of six months.

The Reformatory should not be too seriously criticized for the disproportionately small number of parole officers maintained in the past, and even at present. The expenses of State institutions

mount from year to year, and the constant struggle of institutions with legislative committees is to persuade such bodies as to the urgency of requests for appropriations. Attention has always been focussed at the Reformatory more upon the comprehensive industrial, academic and physical training given by the institution, and a characteristically "laissez faire" policy has marked to an extent the attitude of the Reformatory toward the parole period, perhaps on the assumption that the equipment offered by the Reformatory should enable the inmate to succeed without too much after-supervision.

With the advent of the psychologist and the psychiatrist as colleagues of the executive heads of institutions operating under an indeterminate sentence and parole, the importance of the two principles becomes even greater. The diagnosis of the scientist is indispensable to a proper decision as to the duration of imprisonment, and as to the methods to be pursued in the individual treatment. The psychiatrist should play an important part in the decision as to eligibility for parole. There should be before the paroling body a full psychological and psychiatric study of the individual. And on parole itself the inmate should not escape the proper attention of the scientific eye. The new conditions of environment react upon the inmate's mentality, and many a paroled inmate requires steadying and help of an order other than the securing of a job or the clasp of a friendly hand.

In short, the indeterminate sentence, parole and the psychiatric clinic are component parts of the new treatment of delinquents. We have therefore emphasized the nature of the growth of the parole methods at the New York State Reformatory.

The Parole System of the State Prisons

But the parole system of the State prisons has been even less satisfactory than that of Elmira. In the Prison Association's annual report for 1916, we presented the detailed results of a study of the parole system of the State prisons. The following points are herewith summarized from that report:

The parole work of the State prisons is conducted by the State Board of Parole, consisting of three members. Two are salaried, each receiving \$3,600 a year. The third member is the Superintendent of Prisons, who receives no additional salary for his work with the Parole Board.

This Board does not give its full time to its work, although during the fiscal year ending September 30, 1915, 1369 applications for parole were made by inmates. Of these, 1008, or three out of every four, were granted.

Of the 1028 persons on parole at the time of the survey made by the Prison Association, November 22, 1916, more than ninety-one per cent had been released either immediately upon the expiration of their minimum sentences, or within one month of the expiration of the same. In short, it may fairly be said that at the time of the survey, the minimum sentence to State prison represented practically the length of imprisonment to be undergone by the inmate.

It is hardly possible that ninety-one per cent of the men in prisons are sufficiently similar in character, training or other physical or mental conditions as to justify the almost automatic release of nine out of ten applicants practically at the expiration of the shortest term during which they may be held in prison.

On November 22, 1916, there were only three parole officers employed by the State Board of Parole. These three officers had, theoretically, 1028 prisoners under supervision. This was an impossible situation, and in fact, the three parole officers did not function as parole officers. Their work was confined to the investigation of offers of employment to prisoners about to be released, and to general clerical work within the prisons which was more or less related to the work of the State Parole Board.

What the State did not do at all — in one of the most highly important branches of remedial and constructive work for prisoners — private charitable societies and charitably inclined persons attempted to do, as best they could. Of the 1028 persons on parole at the time of the survey, the Catholic Protective Society supervised 37.6 per cent, the Prison Association of New York 18.3 per cent, and the Jewish Protectory and Aid Society 10.8 per cent.

The private charitable organizations are also seriously hampered by insufficient staffs. The Prison Association for instance has for some 200 paroled inmates only one parole officer giving full time to this work, and an employment secretary who gives a certain part of his time.

Recommendations

The following recommendations, made last year by the Prison Association, require repetition :

1. There should be three salaried members of the board of parole. In addition, the Superintendent of Prisons should continue to be an unsalaried member of the board.

2. The members should receive salaries sufficient to warrant the State's requiring them to give what is generally understood to be their entire time. Such salaries should be not less than \$6,000 annually for the chairman, and \$5,000 each for the other two members annually. The members of the board should spend most of their time at the prisons prior to the regular meeting of the board, for the purpose of acquiring close personal touch with the prisoners who are shortly to become eligible for parole.

3. The previous history, family and personal relations of the prisoners should be carefully investigated as well as the offer of jobs, etc.

4. Prior to the admission of the inmates on parole, the board should obtain a thorough psychological and psychiatric report on the individual inmates, based on a recent examination.

5. The board of parole should have complete control of the parole work, including the supervision and assignment of parole officers. Such parole officers should be responsible to the board alone.

6. The number of parole officers should be increased to not less than ten.

7. Parole officers should not be assigned to the individual prisons but should, by order of the board, be assigned certain territories, such territories to be designated in accordance with the number of prisoners paroled to the said territories.

8. The duties of the parole officers should be:

- a. The personal supervision and counsel of inmates paroled to them;
- b. The investigation of applicants for parole, and the presentation of the results of such investigations to the board at its hearings or prior thereto.
- c. The aid of prisoners on parole, through such means as may be made available.
- d. The maintenance of personal contact with paroled prisoners.
- e. The return when necessary of parole violators to the respective prisons.

It is estimated that appropriations of \$35,000 per annum could cover all reasonable needs of the Board of Parole.

The functions of private agencies now acting as parole officers should be changed. They should continue as helpful agencies for relief, employment and other necessities, offering their services voluntarily as before, but the control and supervision of the

paroled men should be maintained by the State, as is at present the case in the matter of the paroled inmates of Elmira and Napanoch Reformatories.

If Sing Sing is to become the receiving and distributing prison for men admitted to the State prisons, and if those eligible for parole are to be returned thereto for further examination prior to parole, the Board of Parole should establish headquarters at Sing Sing, and work in close cooperation with its own parole officers, the psychiatric clinic and any other available institutional and outside aid.

The Board of Parole is quite as much obligated as is the institution to ascertain fully the mental, physical and industrial facts in the case of each individual inmate for whom parole is contemplated. This gathering of necessary facts should begin with the admission of the prisoner to the institution, and should continue throughout his term of imprisonment. The Board of Parole must work in close cooperation with the Prison Department in the assembling of such records.

CHAPTER FIVE

FEEBLEMINDEDNESS A PRISON PROBLEM

ON March 28, 1914, a jury of the Supreme Court of Herkimer county, New York, acquitted Jean Gianini, indicted for the murder of Lida Beecher, his former teacher, on the ground that Gianini, only nineteen years old, was a criminal imbecile. He was not insane, but in his neighborhood he was regarded as "queer." Dr. Henry H. Goddard, nationally recognized as an authority on feeble-mindedness, has said of this verdict:

"Probably no verdict in modern times has marked so great a step forward in society's treatment of the wrongdoer. The verdict establishes a new standard in criminal procedure. It recognizes that *weakness* of mind, as an excuse for crime, is of the same importance as *disease* of mind. The verdict puts feeble-mindedness in the same category with insanity, and requires that it, like insanity, be considered in all discussions of responsibility." *

Insanity has long been legally a ground for acquittal, in case the insanity existed at the time of the commission of the criminal act, to such an extent as to render the one performing the act unable to recognize its lawful character. Insanity has long been a ground for the abandonment of a trial, in case the defendant could be shown to be unable to advise with counsel, or to recognize the difference between right and wrong.

But feeble-mindedness has not been similarly recognized, for several reasons. The scientists have not been able to define feeble-mindedness with the precision with which they have defined insanity. Disease of mind is a clearer and more positive fact than weakness of mind. Medically, insanity exists in many instances in which the legal definition of insanity would fail to apply. But nevertheless, the law finds a degree of mental irresponsibility beyond which the criminal should not be regarded as punishable for his crime.

Feeble-mindedness, meaning weakness of mind, is quantitatively and qualitatively also exceedingly varied. The gamut of mental

* Goddard. "The Criminal Imbecile," 1915.

weakness runs from the lowest degree of idiocy, through imbecility, up to the highest grade that has been recently designated as the "moron" stage. Idiots and imbeciles are generally readily recognizable, and to that extent, in criminal cases, have often been adjudged insane, and committed to institutions of that character, or have been committed to institutions for the feeble-minded. But the higher degrees of feeble-mindedness carry with them, naturally, so close an approach to mental normality in casual associations in life, that they are far less likely to be discovered, or if discovered, to be appreciated as serious.

"The courts simply do not go far enough back. They fail in that they do not reach the inception—the root of the matter. They often punish without careful investigation of the causes from which criminal instinct springs—the environment, family history, inherited tendencies, physical disability, and that susceptibility to suggestion which makes them the ready tools of the vicious."*

It is an accepted fact that there are as many feeble-minded as there are insane.

Among the population of prisons there is a large class of these feeble-minded persons, now more commonly called "defective delinquents." The percentages of defective delinquents in correctional institutions have been variously estimated, from as low as 20 per cent. to as high as 60 per cent. Dr. Hastings H. Hart quotes the following figures:

	Per Cent
Massachusetts State Industrial School for Girls.....	28
New York State Reformatory, Elmira (males).....	37
New Jersey State Reformatory (males).....	33
New York State Reformatory for Women.....	37
Maryland Industrial School for Girls.....	60
New Jersey State Home for Girls.....	33
Illinois State School for Boys.....	20
Massachusetts State Reformatory.....	21

Varied methods and tests have been employed in arriving at the above percentages, and, in the light of the most recent developments in more accurate tests, the figures should be regarded as suggestive rather than as strictly accurate. Nevertheless, it is incontestable that there is in every prison population a considerable class of mental defectives.

* Barr, *Alienist and Neurologist*, November, 1914.

It is further true that these defective delinquents are of all grades of mental weakness. In the State prisons of New York the Prison Association estimated a year ago that there were approximately 10 per cent. of mental defectives who were so seriously irresponsible, and so improperly in the prison group, that they should be segregated in a special institution.

The segregable feeble-minded have been thus described by Dr. G. G. Fernald, physician at the Massachusetts State Reformatory for Males:

"They are incapable of honest self-support without surveillance. They sink into indigence, vagrancy or dishonesty if left to their own devices. Their responsibility is attenuated, and they cannot be expected to measure up to the ordinary standards of morality or productiveness. * * * The presence of this group in any institution is a distinct retardation of the normal and subnormal groups."

Dr. Walter E. Fernald of Waverly, Massachusetts, has stated that "every feeble-minded person, especially the high-grade imbecile, is a potential criminal." These criminally inclined defectives form a class which is responsible for a large part of the crime committed. Dr. V. V. Anderson, Medical Director of the Municipal Court at Boston, has estimated that although but 10 per cent. of offenders are thus distinctly feeble-minded, they are responsible for 50 per cent. of the crime. Probably a still larger percentage of the habitual criminals are mentally defective. According to Dr. Frank Christian, General Superintendent of Elmira and Napanoch Reformatories, every so-called incorrigible criminal is a mental defective.

Clearly then, feeble-mindedness is not only an important factor in producing crime, but its presence in our correctional institutions should be scientifically searched for, and the lower grades of feeble-mindedness, which cannot exist without serious friction in the institutional administration, should be segregated in special institutions for defective delinquents.

Our prisons and reformatories are still in general employing inadequate or haphazard methods in discovering this mental defectiveness. In many instances the evidence of mental defect is clear, but the complexity of the case cannot be thoroughly diagnosed, because of the lack of specially equipped persons upon the institutional staff. Particularly do the institutions suffer in

respect to a solution of proper methods of dealing with the individual mentally defective prisoners.

A Custodial Asylum Needed

The seriously mentally defective inmate does not belong in a correctional institution. The New York Training School for Girls makes the statement, in its sixteenth annual report:

"When girls who are thus mentally defective are committed to such a school as Hudson, with its equipment for the education and training of normal girls * * * the result is not a beneficial one for the normal inmates of the institution, and the effort to train and encourage them is much hampered. * * * The presence of mentally defective persons * * * is not beneficial to themselves. They are unable to react normally to the efforts that are made for their education. There must arise a situation that is irritating to the individual, which creates a mental disturbance, disagreeable not only to these but to all others in the institutions. The management has returned to the committing officer, from time to time, inmates found to be unsuitable for the institution."

"We are cluttering up our whole penal system with thousands of mental defectives who are utterly without a conscious realization of their wrong-doing, and mentally unable to resist further temptations that press upon them when at liberty," according to the New York Commission to Investigate Provision for the Mentally Deficient, in 1915.

Honor systems and self-government efforts in prisons are likewise injured or vitiated by the presence of the feeble-minded. Although many of the feeble-minded are kindly and gentle, not prone to deliberate anti-social conduct, they are nevertheless unthinking and unstable. The more modern methods of treatment in correctional institutions throw responsibility for conduct upon the individual prisoners. Obviously, the feeble-minded are not capable of assuming such responsibility. Automatic methods of reformation, as distinguished from the individual treatment of delinquents, bear hard upon the mentally deficient. To the extent to which they may betray such imposed responsibility, they color the attitude of the public mind toward the efforts of the institution, and of the prison authorities also as to the effectiveness of modern methods that base their effort upon the trustworthiness of the individual inmate.

CHAPTER SIX

THE NECESSITY OF A STATE DEPARTMENT OF CORRECTION

THE necessity already shown of individualizing still further the treatment of criminals, on the basis of full knowledge of their needs, makes inevitable the further step of individualizing still further the functions of the individual correctional institutions. In other words, there must be brought about a redistribution of the correctional institutions in this State, according to functions.

There exists now a certain specialization of institutional administration. The State prisons receive felons from the ages of 16 upwards. The State reformatories for males receive felons between the ages of 16 and 30. The State reformatories for women (Albion and Bedford) receive women felons and misdemeanants between the ages of 15 and 30. Two State reform schools (Industry and Hudson) receive children under the age of 16. The House of Refuge in New York City, supported by State funds, but with self-perpetuating private management, receives boys up to the age of 18. Private institutions receive female misdemeanants (House of the Good Shepherd, Inwood House, etc.) and children (Catholic Protectory, Jewish Protectory, Juvenile Asylum, etc.).

Each county has its county jail, for the detention of prisoners awaiting trial and for the imprisonment of misdemeanants. Five counties have penitentiaries, receiving misdemeanants and felons with sentences of a year or less. The City of New York has its own group of correctional institutions, receiving misdemeanants (Workhouse, Penitentiary, Reformatory).

The above institutions are not under one central jurisdiction, but have evolved at different times, and are under varied and uncoördinated jurisdictions. The State prisons (Auburn, Sing Sing, Clinton, Great Meadow, Women's Prison), the two hospitals for the criminal insane (Matteawan, Dannemora), and the State Farm for Women (Valatie) are under the direction of the State Superintendent of Prisons, appointed by the Governor.

The State reformatories for males and for females, and the two State reform schools, are under separate boards of managers,

appointed by the Governor. The private institutions are under boards of managers, privately appointed. The county institutions are under the sheriffs of the respective counties. The institutions of the Department of Correction of New York City are under the Commissioner of Correction, appointed by the Mayor.

Hence there are five different bodies exercising jurisdiction over correctional institutions: Superintendent of prisons, boards of managers of State institutions, boards of managers of private institutions, sheriffs, and the commissioner of correction in New York City. The impossibility of a systematic, co-ordinated program of administration is obvious.

The State has sought to achieve some degree of unity of purpose, by providing supervisory bodies, to inspect, investigate, and recommend methods and betterments. The State Board of Charities thus supervises the conduct of the State reformatories for women, and the children's reformatories. The State Commission of Prisons supervises similarly all correctional institutions in which sane adult males are confined (State prisons, reformatories, jails, penitentiaries, institutions of the Department of Correction). The Prison Association of the State, a private organization with public power of inspection, inspects all prisons of the State. The State Charities Aid Association inspects similarly the institutions supervised by the State Board of Charities.

Lack of Classified Institutions

The differentiation of institutions by functions (prisons, reformatories, children's reform schools, jails, etc.) has occurred gradually, as we have seen. It has been held, however, that within the separate institutions all problems presented therein should be dealt with and solved if possible. All felons in the State prisons should be dealt with in the prisons. All reformatory inmates should receive treatment during their entire term within the reformatories. Transfer from one institution to another has been infrequent. Only in the case of the insane has the principle of transfer to an insane hospital been recognized.

This has resulted in the development of complex problems within the several institutions. The populations have been found increasingly to be heterogeneous. The recent emphasis upon the presence of feebleminded inmates who have proved a detriment to the conduct of the institution, has called spectacular attention to the necessity of further specialization of correctional institu-

tions, by the addition, to the stated equipment, of custodial institutions for the defective delinquent.

But the removal of the segregable feebleminded to a separate institution would be but one step in the necessary redistribution of our correctional population. The present methods of legal distribution are traditional, in part antiquated, and often illogical. Persons are sentenced to institutions according to the seriousness of the crime committed, or according to the age of the offender. The same person may at different times be sentenced to a variety of institutions, running the gamut from workhouse to State prison and back again. Such a method of specialization does not specialize.

There are found, for instance, in each institution the tuberculous, the venereally diseased, the feebleminded, the so-called incorrigibles, the psychotics, the so-called first offenders, and other groups. Each institution either tries or does not try to treat these several classes. In the county jails little or nothing is done for the above classes. In the reformatories and prisons considerable effort is made to treat certain of the above problems.

It is also clear that the difference between felon and misdemeanant is mainly *legal*. The *incidental results of a crime* may determine the legal status of the offender, and the *intent* of the offender in committing the crime may be a subordinate or wholly unregarded factor in the sentencing of the offender. For instance: The man who steals a purse containing over fifty dollars may be sent to State prison. If the purse, however, contains less than fifty dollars, the thief escapes State prison, and may be sent to a county jail or penitentiary. Here is evidenced a clear technicality of the law, taking the place of a sentence based upon full determination, not only of the intent of the thief, but also of the causes of his act.

Further Lack of Coördination

The policies, and the sagacity, of the administrative boards of the several institutions vary widely. Politics causes frequent changes in the public boards. Lack of previous experience or training in correctional problems characterizes a very large number of the appointees both the public and private boards. The terms of office of the many managers, superintendents, wardens, superintendent of prisons, commissioner of correction in New York City, etc., are of various lengths. The State Superintendent of Prisons, for instance, serves a term of six years. The Com-

missioner in New York City has a four-year term. Members of boards of managers serve for seven years. Superintendents of reformatory institutions serve during efficiency and good behavior. The terms of the wardens of the State prisons have a strong tendency to be coterminous with that of the Superintendent of State Prisons, with considerable likelihood of their change with the entrance of a different political party into power. In other respects there is a variety of control. Wardens of the State prisons are not under civil service, while the superintendents of reformatories are. Boards of managers are not salaried, while the superintendents of the same institutions are salaried officials.

Is it necessary to indicate further the confusion of institutions and of authority within the State of New York? Is not the inference plain that a greater co-ordination of both principles and methods of treatment should be effected? At the present time, when efficiency in the most momentous interests of life is demanded of nations, and when decentralized undertakings have proved so often wasteful or cumbrous, is it not suggested by an outline like the above that the time is come for a reorganization of the correctional system — or rather, the lack of system — in the State of New York?

Moreover, the character of the prison population is changing materially. The increased use of probation is removing from imprisonment the more helpable class of first offenders, and those for whom extenuating circumstances are shown. Courts are more loth to send to prison, reformatory or county jail those who may be saved from further crime by the modified liberty of a supervised probation. The residue sent now to correctional institutions tends to take on more and more the character of a custodial group, that is to say, a group in which mental and physical defects seem to condition to a greater or less degree the commission of crime.

The treatment consequently that has in the past been considered applicable on the basis of the reformable nature of normal persons must gradually give way to a specialized treatment, as we have seen, on the basis of abnormal physical or mental characteristics. This is not to say that in our correctional institutions there is no considerable group of relatively normal persons, because such groups exist. It does mean, however, that with increasing frequency the problems of mental and physical disorder force themselves upon the administrative authorities.

First Steps

The first step, therefore, in a reorganization of the correctional system of the State should be the establishment of criminological clinics and clearing houses. (Chapters Two and Three.) The findings of these institutions will necessarily lead to the development of institutions to receive the special groups. In the past, institutions have been built, as we have said, for the reception of legally differentiated groups, such as the insane, the felons, the misdemeanants, the juveniles, etc. Within these categories have been committed all persons who seemed to fit therein. The clearing house shows the fallacy and the stupidity of such forms of commitment.

The clearing houses, therefore, will ultimately cause a reapportionment of correctional institutions according to function. These reapportionments cannot today be worked out in detail, but the necessity can readily be seen. Dr. Bernard Glueck, director of the psychiatric clinic at Sing Sing prison, has suggested the following possible distribution of the more noticeable types of prison inmates: *

1. The normal young adults, capable of learning a trade, after having been well started in acquiring the trade for which they are most suited — a question which will be determined by scientific inquiry into their capabilities, will be transferred to either one of the two industrial prisons of the State, located at Auburn or Dannemora.

2. The older normal prisoners, found incapable of learning a trade, will be transferred to the agricultural prison at Great Meadow, where they can make themselves most useful to the State in some form of agricultural occupation. They will also be utilized in the housekeeping of the various institutions.

3. The insane delinquents, if requiring treatment in a hospital for the insane of a more or less permanent nature, will be transferred to the hospital for the criminal insane at Dannemora; while those suffering from transitory mental disturbances which may promise recovery under proper treatment, will be treated in a specially constructed psychiatric pavilion at the reception hospital at Sing Sing. This pavilion will also serve as a temporary observation ward for those awaiting transfer to the hospital for the criminal insane.

* Recent Progress in Determining the Nature of Crime, etc. National Conference of Social Work, Proceedings, 1917.

4. The defective delinquents who are found to be, after intensive and careful study, incapable of reconstruction to a degree which would justify their release into the general community, will be committed for more or less permanent segregation to the institution for defective delinquents, for which procedure, it is hoped, adequate provision of the law will be made.

5. The psychopathic delinquent will require the greatest amount of attention. Some psychopaths break down completely under the stress of imprisonment, and require treatment in a hospital for the insane. Others will eventually have to be segregated more or less permanently in the institution for the defective delinquent. But such a radical procedure as permanent segregation should never be resorted to until a competent board of inquiry is enabled to come to this conclusion as the result of thorough scientific investigation into the problems involved.

Although the details of a centralized State department of correction cannot at this time be outlined, the broad general features of such a possible State department can be indicated. Such a department would include the administrative control of the State prisons, the State reformatories for men and women, the State Training School for Girls at Hudson, the State Industrial and Agricultural School for Boys at Industry, and the State Farm for Women at Valatie. Within such a department would come also a half-dozen district workhouses which are still to be established, but which are partly in sight, in the physical form of the present county penitentiaries.

For instance, the Erie County Penitentiary is about to be transferred from Buffalo to Arden, in the country. A thousand acres of land have been purchased, and this will be practically a farm colony for misdemeanants. Although it is an Erie county institution, it may follow the custom of the New York County Penitentiary and receive inmates from other counties, thereby serving the counties contiguous to Erie county. The Onondaga County Penitentiary at Jamesville is located in the country near Syracuse, on fairly extensive acreage, and functions now as a farm industrial colony.

The Monroe County Penitentiary is located outside of Rochester and carries on farming. The Albany County Penitentiary is about to be located on some site outside of Albany. The Westchester County Penitentiary is a thoroughly modern institution, so constructed with small buildings and splendid equipment

as to become a model county workhouse. The New York County Penitentiary is changing its purpose, and is becoming the receiving station for the Department of Correction of New York City, while the old workhouse on Blackwell's Island is being transferred to Riker's Island at the entrance to Long Island Sound, where on some four hundred acres of made land a municipal farm will be within a few years developed under intensive cultivation.

In short, the physical conditions are favorable to the amalgamation within a few years of most of the correctional institutions of the State in a great modern State department of correction. From this plan should be eliminated, at least for the present, most of the institutions of the Department of Correction of New York City, all of the county jails — in so far as the population awaiting trial is concerned — and the private reformatories under denominational or secular management.

It seems possible to work out plans for a State department of correction, which would embrace the following factors:

1. A board of commissioners, composing the State Department of Correction.
2. An executive staff for the administration of the Department.
3. A board of volunteer managers for each institution, said board to possess considerable authority in the conduct of the individual institutions.
4. A superintendent or warden of each institution, under civil service, and a staff, also under civil service.

CHAPTER SEVEN

ELMIRA REFORMATORY AND MISDEMEANANTS

IT is not necessary to await the establishment of such a State department of correction before making some progress in that direction. One of the extremely urgent needs is to get young misdemeanants out of the county jails and penitentiaries, and to legalize the reception of misdemeanants by the State reformatory at Elmira. The present law of this State provides that only felons shall be committed to Elmira Reformatory. In many other States, however, the State reformatory receives both misdemeanants and felons. Such States report that the results are not injurious to the misdemeanor inmates. The State of New York has operated until now upon the theory that misdemeanants and felons should not be confined in the same reformatory institution. The legal differentiation between felon and misdemeanor has been the conditioning factor.

This legal difference, as we have shown, is no inherent difference. Both at Elmira Reformatory and in the county penitentiaries and jails there are numerous young criminals who have already served terms in correctional institutions. The circumstances of the offense frequently determine whether the offense shall be prosecuted as a felony or as a misdemeanor. Frequently, also, the prosecuting attorney will allow the defendant to take a plea to a misdemeanor instead of standing trial for a felony, to save the expense of the trial or to ensure the conviction of the defendant in a case where the evidence is not over-strong.

Furthermore, the psychological and psychiatric studies made at Elmira and at Sing Sing show that the basis of treatment of the individual ought to be his own individual qualities, deficiencies, and potentialities. Therefore, both felons and misdemeanants, if committed to Elmira, should be treated individually, and not as of different legal groups. In the New York City Reformatory, which is supposed to receive only misdemeanants, there are not a few felons, who have already served terms in Elmira or in a State prison. Here also the differentiation in treatment should not be, and is not, upon any basis of legal differentiation.

Conditions into which young men are necessarily introduced the county jails and county penitentiaries of this State are

reformatory, and often most demoralizing. The county institutions provide little if any schooling. The industrial education is lacking. Such things as gymnasiums and military drill are not known. Idleness, particularly in the county jails, is deplorable. The old "rounder" associates with the youth. Immoral tendencies are developed or strengthened. Sentences are relatively short, and there is no subsequent parole. The young lad, in the county institution, learns no trade, and is subjected to no habit-forming discipline.

What Elmira Could Offer

Elmira Reformatory, therefore, could offer to young misdemeanants committed thereto in the discretion of local courts, a chance for industrial, academic and physical training unsurpassed in any similar correctional institution of this State. What the State for forty years has offered to felons, it should offer to misdemeanants, who theoretically at least are not so far along on the road of crime. Why should, so to speak, a premium be put upon felony, which alone will admit at present to the best correctional trade school in the State?

Changes in the law must of course be made to admit of such commitments. The principle of the indeterminate sentence and of parole should be written into the law. At present, the only reformatory treatment of misdemeanants by a public institution is that given by the City of New York at the City Reformatory at New Hampton Farms.

Following the analogy of the indeterminate sentence applying to that institution, we recommend that male prisoners between the age of 18 and 30, convicted of misdemeanor, be committed, within certain limitations, to Elmira Reformatory on an indeterminate sentence, with a maximum of three years, but with no minimum sentence.

The minimum age limit of 18 is set because boys may be committed up to the age of 18 to the House of Refuge in New York City from any part of the State. There is, therefore, reformatory provision for boys up to and including the age of eighteen. The higher age limit, thirty years, is set, because an arbitrary line should be drawn somewhere, and the age of thirty is traditional, and is the maximum age for the commitment of felons to Elmira.

The population of Elmira Reformatory is lower than for many years. There is now capacity for many hundred additional inmates.

The State of New York is committed by law to the reformatory treatment of misdemeanants. In 1912 a bill was passed by the State Legislature, establishing a State reformatory for misdemeanants. After six years this reformatory has not been built, and there is no evidence that appropriations will be made in the near future for such establishment.

Meanwhile it is far clearer that institutions to be established from now on by the State should not be for legally differentiated classes, such as felons and misdemeanants, but for the treatment of special groups of delinquents. A State reformatory purely for misdemeanants is as illogical as a reformatory purely for felons. It is to be anticipated that when the great receiving station and clearing house at Sing Sing is established, it will be shown beyond peradventure that individual criminals must be sent from the clearing house to the institutions specially fitted to treat them with the maximum success. Elmira Reformatory, when it shall ultimately come into a State correctional system, will be designated for the individual treatment of special groups of delinquents. Without question, also, there will be found to be at Elmira Reformatory, whether as misdemeanants or felons, certain prisoners who, because of insanity, feeble-mindedness, disease, or other cause, should be transferred for proper treatment to other institutions.

A bill providing for the use of Elmira Reformatory as above outlined was introduced by the Prison Association into the Legislature of 1917. It passed the Assembly but was not reported out of committee in the Senate. Several objections were raised to it, all of which were satisfactorily answered. The Senate committee preferred, however, to reserve final action on the bill for a year. Several of the questions, and their answers, are presented herewith:

Questions and Answers

Question 1. Since misdemeanors are lesser crimes, and often trivial offenses, why should misdemeanants be sent to Elmira?

Answer. The law is permissive and not mandatory. Commitments to Elmira will be at the discretion of the court. If the offense is a trivial one, or the offender an incidental offender, or a novice in crime, obviously the court can use the suspended sentence or probation, or even a brief sentence to a county jail, although such a sentence is almost always demoralizing.

Moreover, a trivial offense is often but one of a series already committed. In such instances the court may become cognizant of the general criminal intent or character of the offender, and hold that his reform can be accomplished only by a considerable period of treatment under the Elmira system.

Question 2. The sentence of three years of a misdemeanor to a reformatory is out of proportion to the offense committed, is it not?

Answer. The sentence is *not* for three years. The sentence is an indeterminate one, with a *maximum* of three years. No minimum is imposed. The board of managers may release the inmate on parole at any time after his admission. In the case of the present population, all of whom are felons, the average length of retention at the reformatory is about sixteen months. Many inmates "make their parole" in a little over a year.

In the case of misdemeanants, it may be assumed that when the board of managers of the reformatory finds that the offense is not a serious one, and that the character and the record of the inmate is favorable, the release will follow after such a period of training at the reformatory as will render the reformation of the inmate possible.

It is to be remembered that the sentence to the reformatory, whether of felon or misdemeanor, is not for the purpose of punishment primarily, but of education and rehabilitation. The inmate should not be released from the reformatory until the institution has given him some reasonable equipment with which to earn the living that he was not able to earn before he came to the institution.

Of what profit is it, if society sends criminals back again and again to prison, because it has not made substantial attempts to readjust them to an honest life through reformatory training? That is what is occurring with desperate frequency through the short sentence of misdemeanants to county institutions.

Question 3. The above may be correct theoretically, but is it practical?

Answer. It is not only practical, but it has been in operation for thirteen years in the city of New York. A city reformatory for misdemeanants was established in 1905 on an indeterminate sentence basis, with a maximum of three years, and with no minimum sentence. This law has not only not been repealed, but has

been developed. At present the institution is a successful reformatory. The indeterminate sentence, furthermore, has been extended in the department of correction of New York City to include also misdemeanants above the age of thirty in the penitentiary and workhouse.

Moreover the New York State Reformatory for Misdemeanants was established in 1912, but was never built. It was to operate under the indeterminate sentence, with a maximum of three years. The State is therefore committed already to the principle, and only the neglect of the State to carry out its own law has caused the lack of application of this principle.

Question 4. Is not the treatment at Elmira too severe for misdemeanants, although suitable for felons?

Answer. We have already shown that the difference between felons and misdemeanants is largely legal. But the discipline at Elmira is that of a strict institution, aiming to teach habits of industry, to better the inmates' health, and to give them at least elementary instruction in common school branches. Criticism of the reformatory would not be, therefore, of the curriculum, as compared with the county institutions where the young inmates are now, but of methods of administration.

The degree to which young men of criminal habit or of possible criminal tendencies can be given liberties and privileges within a reformatory has not yet been determined. The average age of the inmates represents a period of life when the inmates are most inclined to be lawless and irresponsible. The Elmira Reformatory has been conservative in its experiments with permissive liberties, but especially within the last year or two many additional liberties and privileges have been allowed. It can be said that the reformatory shows a determination to continue and expand its more liberal policies.

A prominent lack in young lawbreakers today is any respect for discipline, and of orderly habits. These the reformatory aims to inculcate.

CHAPTER EIGHT

THE MAN WHO COMES OUT OF PRISON

WE have seen that the man who enters prison is little known, scientifically, to the authorities. We have seen that an adequate diagnosis of the individual prisoner is essential to a comprehensive and constructive treatment aiming at his physical, mental and industrial rehabilitation, in so far as that is possible or desirable.

But what of the man who comes *out* of prison today? Is he fitted to compete in the battle for existence? In what form, and with what equipment does the prison turn him out? What problems does society face in its present efforts to enable him to merge with the great mass of workers outside the prison, that he may earn his daily bread, and that of those dependent upon him?

In the last two years the Prison Association has made an exceptionally careful attempt to learn at least the external facts. A special employment bureau has been maintained by the association, with a social worker of long experience as the secretary. Not only have persistent and often extraordinary efforts been made to place applicants, but careful social statistics have been kept, from which the following facts and inferences are obtained.

The Prison Association has been for over seventy years chartered by the State for the betterment both of prison conditions and the conditions of the prisoner. The society is known to lend a helping hand to those recently released from prison. Therefore, there come to the Association not only many men from State prisons, but also many from penitentiaries, workhouses and even from institutions outside the State. They represent, in the aggregate, the average results of prison treatment, with this exception, that those prisoners who by virtue of better social standing prior to imprisonment are well provided with friends, or who have had a good trade prior to imprisonment, less frequently find their way to the association. Therefore, the jobless men applying for the succor of the society are largely social, industrial, physical or mental misfits at the time of application, particularly in the "good times" for labor of the last few years.

Such applicants represent in large measure the failures of the prison systems. What facts do they seem to show?

Before analyzing the prisoners, let us analyze the market, and the employers. 1,333 men just out of the prisons of the city and State have applied to the employment bureau of the Prison Association during the last two years. Of these, 839 were placed in jobs, and 207 more were able to secure jobs while under the care and supervision of the society. What were some of the difficulties they faced in seeking jobs?

Difficulties in Getting Jobs

1. Some employers were unwilling to receive ex-prisoners among their highly-trained and efficient staff. An employer would like to give the man a chance, but the employees had grown up in the service, and "would not stand for a convict working with them."

2. Some employers were affronted by the suggestion that a convict be introduced into their offices. Their employes were hard-working, honorable, and reliable. No convicts could get employment in their offices, if they knew it. That ex-convicts were working at the time for one employer who spoke thus was naturally unknown to him.

3. Some employers are willing to receive ex-prisoners, but are disposed to lay upon them the blame for anything wrong occurring in the office. In such organizations ex-prisoners receive little credit for good work done.

4. Some employers will take on an ex-prisoner, but caution him that he must not make himself known to his fellow employes.

5. Other employers give the excuse that they personally would be glad to give the ex-prisoner a trial, but that they are responsible to a board of directors, who would not tolerate the hiring of ex-prisoners.

6. In many businesses, the employes must be bonded. Bonding companies are generally unwilling to "take a chance" on a man out of prison.

The above are a few of the difficulties experienced in getting jobs for prison men, and show in a measure why it is necessary, even in war times, to have a special bureau of the Prison Association to intercede for ex-prisoners out of work. Against such formidable prejudices and opposition, it is necessary to appeal patiently and persistently to the employer's sympathy for these unfortunate men; to ask at least one job as a matter of justice to

the men and to point out to the employer that many of these men are making good, and that more would make good if given the chance.

About ten thousand letters have been addressed by the Prison Association in the last two years to business men and houses in New York city, asking their cooperation in giving employment to at least one man in whom the Prison Association was interested. One in five of these firms replied. Of these, approximately one-third gave no encouragement. Another third replied that there were no vacancies existing. Others replied that only women were used in their establishment, or that previous experience was necessary, or that for other reasons the matter was not practicable. One-fifth of the original one-fifth said that they would employ men at once or later.

Results

To the men thus hired, the prevailing rates of wages were paid for the work the men were able to do. That 1,046 men, or 78 per cent of all ex-prisoners who applied, could be thus placed in positions through intensive, systematic and business-like efforts to find jobs for them refutes the theory that no one is willing to give the ex-prisoner a chance. The fact seems to be that *some* employers will give jobs to ex-prisoners, but that *most* employers will not.

But the 1,046 placements represent only part of the effort made to help the men. There were obtained 111 other jobs; the ex-prisoner was interviewed and accepted by the employer, but the man did not "show up" when the time came to go to work. We emphasize this particularly because it is significant of the irresponsibility which we shall point out as an attribute of many ex-prisoners. There were 34 other men who were offered jobs, but refused for various reasons to accept the positions.

Here again we meet eccentricities in released prisoners that often are most annoying to the employment secretary. Extreme cases are those of the man who said that he would not work, though just out of prison, for less than \$5,000 a year, and of the ex-bank manager who wanted as good a job financially as formerly, and who had never worked over six hours a day, and would not take a job with longer hours. Others wanted special work which could not be obtained for them.

Twenty-five applicants for work were past the age when employers were willing to use them, or were sick at the time of application. Thirty-three men wanted temporary assistance only. More than one hundred other men called "to see what you have on hand," and not finding any work open that was to their liking left and never returned. This is significant, in view of the mature judgment of the employment secretary that practically every able-bodied ex-prisoner willing to work was offered a job by which he could earn an honest living.

Wages

We have said that the wages paid were the prevailing rates for the work these men were capable of doing, and such wages compared favorably with the wages secured through the United States Department of Labor, and by the State and city public employment bureaus. An important fact was that many of our applicants were young, with practically no trade training, and with little work experience of any kind either before or since serving their sentences.

77 were placed at from \$15 to \$20 weekly.

204 were placed at from \$12 to \$15 weekly.

225 were placed at from \$9 to \$12 weekly.

142 were placed at from \$6 to \$9 weekly.

A number of these men were enabled to learn a good trade in the positions found for them. Others secured rapid promotion.

One hundred and thirty others were placed at wages varying from \$15 to \$40 a month, with room and board.

It was impossible to secure accurate information as to previous convictions because the word of the men was the only source of information.

688, or approximately one-half the number of applicants were alleged first offenders.

265 were alleged second offenders.

133 were alleged third offenders.

203 stated that they had been convicted four or more times.

Of the applicants, 761, or more than half the number of applicants, were less than thirty years of age.

208 were between 30 and 40 years old.

We have then, so far, a picture of conditions about as follows: In present good times, jobs are numerous. There is a fair amount of willingness on the part of employers to hire ex-prisoner

Wages paid are about those paid to non-prisoners for the same grade of ability. The bulk of the applicants for positions are less than thirty years of age. A certain number of persons thus placed gain promotion or learn the trade. Any ex-prisoners are too particular or eccentric in their demands as to the kind of position they would accept. In general the employment problem is encouraging, so far as potential positions are concerned. If failure is scored, the fault must rest largely with the qualities of the individual ex-prisoner.

Let us then turn to an analysis of his attributes. From the economic standpoint, *he must have service to sell*. He must be good enough to fill and hold the job that he secures or that is secured for him. The ex-prisoner ought not to enter his job as an object of special consideration or of charity. Such conditions promise no permanent solution to his problem, because he is not depending upon the right forces to gain him success. His ability to do good work should be his only support.

The average ex-prisoner who comes to the Prison Association presents many handicaps. He frequently makes a poor personal appearance upon his release. Many applicants are ashamed to appear for work in the clothes furnished by the State, which clearly show the State prison clothing. In the institutions of New York City, the shoes furnished have proved a prohibitive barrier against securing work except in the very lowest occupations. It is a most obvious fact, that if the State and city expend large sums of money in the prevention of crime, in courts, in the administration of institutions, and in parole and probation systems, it is a penny-wise and pound-foolish policy not to give the released inmates reasonable chances to make good on their release. What prisoners call a "front" is needed in securing a job.

But of an importance far beyond the dearth of clothes and shoes is the *dearth of training and fitness to do any specific thing well*. This lack of training and of mental or physical equipment for the job results not so much in failure to secure for the ex-prisoner some kind of a job, ultimately, but it results in a poor kind of marginal, unskilled job, in the speedy loss of the job, discouragement of the ex-prisoner, and irritation to the employer who has gone out of his way to afford a chance to the prisoner to make good.

The physical inferiority of inmates of correctional institutions was shown in a recent study of the inmates of the New York City

Reformatory, the penitentiary and the workhouse, all institutions of the department of correction of New York City. As chairman of the Parole Commission, Miss Katherine B. Davis made arrangements that the inmates of these institutions should receive the same physical examination as that required for admission into the United States Army.

In the New York City Reformatory where the inmates average hardly twenty years of age, and where most of them are supposed to be first offenders, only 8 per cent passed the required physical examination. In the penitentiary, where the average age is greater, and the number of "repeaters" is larger, only 5 per cent passed the required examination. In the workhouse, where there are mainly those sentenced for intoxication, vagrancy and disorderly conduct, and where human derelicts are found in considerable numbers, only 1 per cent passed the required physical examination.

It is unnecessary to emphasize further the obvious fact that a large proportion of prisoners are discharged from the above institutions with poor physical equipment.

The Prison Association had no facilities for measuring the mental capacity of the applicants. Only the impressions of a hasty and wholly inadequate observation could be recorded. But it is certainly indicative of the presence of physical or mental inferiority, as well as of industrial inefficiency, when an investigation of 100 consecutive placements made in 1916 show the following results:

- 22 worked less than a week.
- 19 less than a month.
- 13 less than two months.
- 5 less than three months.
- 15 less than six months.
- 3 less than a year, but more than six months.

The length of tenure could not be ascertained in sixteen cases, either because of the man's being known only by check number, or because he was a low-grade worker, and the records were insufficient.

Only 7 men out of 100 were still working at the original job when the investigation was made after months from placement. yet this small number of placements retained is not wholly a serious reflection upon the men, because only 7 out of the 100 were discharged for cause, and so far as could be ascertain

none of them committed any crime in the positions in which they were placed.

In short, mental instability or physical inferiority were probable conditioning factors in the relinquishing of many of the jobs. The jobs themselves were, however, in large measure low-grade occupations, requiring little training. The applicants were as we have said seldom equipped for skilled occupations. The industrial inefficiency of the prisons conditioned the inefficiency of the released inmates.

Factory jobs of various kinds were secured for 35 of the 100 applicants thus traced. Jobs as porters in factories, office buildings and apartment houses were secured for fourteen. Others were placed as laborers, orderlies, useful men, bottlewashers, restaurant workers of various kinds, clerks, drivers, messengers, freight handlers. One applicant went into each of the following positions: Machinist, farm hand, fireman, stockman, cook, pressman, bookkeeper, wagon helper, elevator man, houseman, painter, assembler, cabinet maker, accountant.

Why did these 93 men leave their jobs within the span of somewhat over a year? Thirty-nine of the hundred left "for no reasons given;" six are known to have found better positions. Many of the thirty-nine left, no doubt, after "getting a reference behind them." No information was had in the case of twelve others. Ten said that the work assigned was too hard. Five left their jobs on account of illness. Three more finished the work for which they were engaged. Slack work caused three to lose their jobs. Long hours accounted for two more. One worker met with an accident. One quit because his wages were reduced.

The record is one of inability, inefficiency, or indifference, coupled with a clear effort in many instances to improve their jobs, without necessarily being industrially fit to take a better job. The outstanding fact in the employment department of the Prison Association is that the bulk of these applicants have had to take low-grade jobs, because physically, mentally or industrially fitted for no better positions. This necessity is "camouflaged" in the minds of many of the applicants, by the impression that they must begin at the bottom of the ladder, as though that were a general necessity among ex-prisoners. It would not be so frequently the case, were the ex-prisoners better equipped to begin higher up.

Clearly, the period directly following the release of a prisoner is critical for him, and serious for society. To the released inmate

the world seems far different from the world he left on entering the prison. If he has been in prison for a considerable time, he is apt to be not only bewildered, but mentally erratic, morbid and often highly egocentric, attributing to himself capacities that he even seriously lacks. Inside the prison he has been doing things in a way far different from the methods of intense business life of the outside. The days and months following his release should bring to him in a kindly, tactful and efficient way the chance for readjustment. Suitable and congenial work should be secured for him, in the failure by him to find such work for himself. Discharged prisoners must soon have work, or they slip back into crime. It is estimated that there are approximately 120,000 persons convicted of crime annually in the State of New York alone, and at least 500,000 in the United States. Except for the very small number that die in prison, those who go in must come out again, to go back into society.

The obligation of the State, and of its subdivisions, to fit prisoners so far as possible for that honest work, the lack of which brought most of them into prison, seems clear. Dr. George W. Kirchwey, formerly warden of Sing Sing, has stated his general opinion that from two-thirds to three-fourths of the men in Sing Sing had never done an honest day's work in their lives. They were wholly without training or habits of industry, and a large proportion of them had spent the greater part of their lives in reformatories and prisons, but nowhere had they learned anything that would be of use to them after they were released.

"They had come to prison," said Dr. Kirchwey, "without a vocation, trade or calling, and they were going out in the same condition. Practically all of them declared their intention to go straight, but hardly any of them knew how they were going to do it.

"The main object of the prison administration should be to fit a man to lead an honest and useful life after his discharge. Otherwise, with the best intentions in the world, finding himself incapable of earning an honest livelihood, the discharged prisoner will almost invariably turn back to evil ways.

"The problem of the prisoner is primarily an educational one, and mainly one of industrial training. In order that this industrial training shall be effective, there must not only be vocational schools, but industries, into which men may be drafted, and in which they may develop their proficiency for the benefit of the State."

CHAPTER NINE

THE PRISON ASSOCIATION'S WORK

THE entrance of the United States into the world war in April, 1917, focused national attention largely upon all matters involving preparation for our share in the conflict. Military and social conditions abroad engaged the attention of all Americans, and all social efforts devoted to the reduction of crime and pauperism in this country received, naturally, but very subordinate attention.

The Prison Association quickly determined (1) to undertake no expansion of its activities requiring additional expenditures; (2) to reduce no activities of the Association unless compelled to by an unavoidable reduction in income. In short, the Prison Association held that all of its then existing activities were necessary.

The Association has, during 1917, succeeded in serving this State in its own field no less efficiently than in previous years. Its income, by persistent effort, has been held equal to its disbursements. Its report for the year 1917, therefore, is also in the main a repetition of its activities of 1916.

The Association has concerned itself uninterruptedly for more than seventy years with the treatment of delinquents. Its charter, obtained in 1846, provided that the society was to concern itself with (a) those awaiting trial, or being tried; (b) with those in prison, and with prison conditions; and (c) with those who had been released from prison. In the earlier years the main attention of the society was centered upon the relief of those incarcerated, and with the rectification of the most flagrant prison abuses.

In the course of time, other important functions were developed by the Association. In the absence of accurate and comprehensive knowledge as to prison conditions and prison reform elsewhere than in New York, the Prison Association has frequently been the assembler and distributor of important and highly valuable facts and statistics. The Association has been for seventy years the recognized authority of this State in matters of prison reform. Since the time of Dr. Enoch C. Wines, in the sixties of the nineteenth century, the Association has also played an important part in the national field, and was the chief factor in the foundation of the American Prison Association in 1870.

Campaigns for new institutions have been carried on by the Association. Elmira Reformatory, the Berkshire Industrial Farm, and the State Industrial Farm Colony owed their existence largely to the Association's activity. The society carried on the campaign for many years that "Sing Sing Must Go." When the State Prison at Great Meadow developed an honor system, this society used the remarkable example of that institution as a general illustration of the feasibility of this new method. This Association worked successfully for the appointment of Thomas Mott Osborne as warden of Sing Sing Prison in 1914, and has consistently endorsed the general principles of the radical development of self-government at that institution.

We have cited these several fields of activity, not in self-praise, but to indicate the necessarily broad and always growing field of the Association. Its scope is as wide as the problem of crime. Its activities are limited by its means and its ability. In the last eight years it has been passing through a deliberate period of reorganization and of administrative strengthening. Had the war not befallen the world, many advances, that have been deemed impossible, would have been undertaken.

In the following pages, we have pleasure in stating briefly our activities during 1917.

PROBATION

For practically a quarter of a century, Mr. D. E. Kimball, as the representative of the Association, has acted as "friend in need" in the Court of General Sessions and in the Tombs of New York city. After probation was established for adult offenders, Mr. Kimball was appointed by the Association probation officer in General Sessions. The Association has actually loaned Mr. Kimball's services to that court. During the fiscal year of the Association ending September 30, 1917, 431 persons were on probation to Mr. Kimball.

The probation officer is by no means simply an investigator. The probation officer's duty is but begun when he or she has gotten the most essential facts. The real probation officer must be wise and patient, painstaking, stern, sympathetic, long-suffering, diplomatic and courageous. The judge upon the bench must depend to a considerable extent upon the probation officer for his information prior to the sentencing of a prisoner. Upon the

breadth and depth of vision of a probation officer depends to a considerable extent the degree of increase or decrease of crime among those committed to him for supervision.

Several Typical Cases

I

The Association was asked to interest itself in a 17-year-old boy who was locked up in the City Prison, charged with grand larceny in the second degree, the theft of some jewelry and silverware from a private house to which he had been sent by his employer on an errand. He saw the valuables and was unable to resist the temptation to appropriate them. He was placed under arrest and his pastor, a minister in charge of a West Side Presbyterian church, asked our general agent to take an interest and save the boy from prison, if possible, because in his opinion the boy was not altogether responsible for his actions, being mentally deficient.

Investigation showed that he had been a regular attendant at church and Sunday school; had always worked steadily, turning over his pay envelope to his mother every week without opening it. But it was also found that he was distinctly feeble-minded. He was not addicted to the use of tobacco or alcohol and had always kept good company. He had worked as a messenger boy, errand boy and plumber's helper in seven different places during a period of less than a year and a half, but in none of them had he been discharged for dishonesty.

Judge Rosalsky released him on probation in the custody of this Association and his pastor. This action was taken with some reluctance but the wisdom of it has been proven by the record of the boy since his release. He has had seven different situations and has not been out of work an entire week in a year. He is distinctly improved, is earning \$12 a week and supporting his mother. It illustrates the fact that not all feeble-minded individuals are subjects for institutional care if properly supervised.

II

A. B., charged with forgery in the second degree for passing a bad check for thirty-five dollars, told our agent that he had committed the crime because he was penniless, and was too proud to call on the only friend he had in New York City for aid. He came here from Pittsburgh, after having served a term in the Western Penitentiary of Pennsylvania for forgery. One good

friend interceded for him because she believed that he had sufficient natural ability to make a good record if he might be given a chance. The money was restored to the complaining witness and at her urgent request, although he was a second offender, he was released on probation by Judge Wadhams, who stated in allowing him to go that he hoped he would not disappoint him; the young man promised, and almost immediately went to a city in the far West where employment was secured for him with an automobile company. He is now manager of a branch of the concern, is superintending the construction of a factory and has entire charge of a large business and is earning a good salary. He very much fears, however, that his good record will be imperiled by publicity, if he is drafted into the army of the United States, as he is in the draft age and may be called at any time. His position is peculiar; he could easily obtain exemption by stating that he had been convicted of a crime, but he has no desire to do this, and is ready to join the National Army if called.

III

A Pullman porter, who had been in the service of the company for six years, was convicted of grand larceny in the first degree, and Judge Nott, who referred the case to our agent, asked that an unusually careful investigation be made. It was found that he had always lived a clean life, and had absolutely no bad habits. A portion of his earnings had been devoted to the support of poor relatives in the West Indies.

The complaining witness stated that she had taken a train on the New Haven Railroad, and at that time had \$5,380 in a linen bag inside her waist. An hour after the train had left the Grand Central Station she discovered that she had lost her money, but how, she could not state. The defendant was not the porter of the car in which the woman lost her money. During the course of the trip he heard it said on the train that a woman lost a lot of money, and he says he thanked his lucky stars that it had not happened in his car.

When the train reached Boston, he says he was gathering up some papers and rubbish and found under the papers a lot of money, fifty-three hundred dollars in one-hundred-dollar bills. The amount was so large that he was unable to resist the temptation to take it, and he took it to his home in New York. His wife advised him to return it to the Pullman Company, but he was

afraid to do so because it would cost him his situation; he put it up in a package and turned it over to his wife. In some way the police found that he had the money and placed him under arrest. He had spent two hundred dollars of it, and when the police came to the house his wife burned two hundred more so that the police would not find it on her. When the money was counted by the police they claimed that it had shrunk to forty-five hundred dollars.

Investigation as to his character and reputation showed that he had been employed by two very prominent actors in this city. One says in a letter: "I have always found him most honest, steady, straightforward in every way; he had a beautiful nature and everybody who came in contact with him while he was in my employ respected him. Please take my word for it this is the one great error in his life, a mistake which I trust the court will consider, and grant him mercy and a chance to prove that it was the one mistake of his life. May I add that I have trusted him with large amounts of money, and my wife and mother-in-law have put in his charge all their valuables and jewels many, many a time, and always had the greatest amount of faith in his honesty and service."

Another actor whose name is known throughout the world, states: "He was in my service for a long period and during that time had access to valuables at all times. He was always scrupulously honest, faithful and efficient."

A prominent banker of this city states that for the past two years the defendant had been a porter on his private car which he used in traveling in the United States and Canada, during trips amounting to 17,000 miles. Whenever he wanted to stop off three or four days during the course of the trip, he would leave the car, put defendant in charge of all the valuables, and never found that confidence misplaced. He says the charge against him at the present time does not seem to him to present those elements of moral turpitude which would arise in the case of ordinary thievery or robbery, but the case seems to be one of sudden temptation and bad judgment on the part of a man who is honest at heart. "I would not hesitate to place the same degree of confidence in him to-day."

In view of this exceptional record, Judge Nott released him on probation with orders to restore eight hundred dollars to the complaining witness in instalments, to be paid over through the probation officer. A few days after he had been allowed to go, the

banker came to our office and said that Edward was such a good fellow that he felt constrained to help him and at the same time asked for the use of pen and ink. Much to our surprise he filled out a check for eight hundred dollars to be forwarded to the complaining witness. Edward secured work as a butler with a private family where he is doing well, and since his release has taken another 17,000-mile trip with the banker who proved to be his friend in need.

PAROLE

One of the most important branches of the work of the Prison Association is its Parole Bureau. Parole is now a well recognized feature of modern penology. It is a period of conditional freedom, which follows a term of imprisonment. For instance, an inmate is sentenced to prison with a certain minimum and maximum term. An example of this would be a sentence of one year minimum and ten years maximum. At any time after the expiration of the minimum sentence, the prisoner may, if his conduct, work and other qualifications have proved satisfactory to the Parole Board, be paroled, or in other words, be released with the requirements that he report to his parole officer at stated intervals and otherwise obey the rules and regulations laid down by the Board of Parole.

The parole period is therefore a time during which the former inmate can test his ability to be outside of prison walls and to merge properly again into industrial and social life. The parole officer should be one of the most sagacious and helpful friends to the released inmates. The parole period is a necessary sequence to the indeterminate period of the prisoner's sentence.

Our parole work for the State prisons has developed very gratifyingly. Two agents of the Prison Association are giving all their time to helping released and discharged prisoners. It is impossible to measure on any cash basis the enormous value of the "friend in need" to the prisoner just entering the world again.

The work includes the general supervision of paroled men, which means visiting them at their homes and at their places of work when feasible. Whenever needed, friendly advice is given, and in a number of instances the Parole Bureau has been successful in effecting friendly relations between the released men and their families. The Parole Bureau works in closest cooperation with our special Employment Bureau. All applicants for relief coming to the Prison Association are interviewed and are aid-

as the merits of the case may require. No worthy released prisoner has been denied relief when it was possible to verify that he has been an inmate of a prison. In conjunction with this work a large number of people have been interviewed who are desirous of obtaining information concerning relatives confined in the different State and county institutions.

The most important point of the parole work is the guiding of the men released from prison. Supervision in this connection means far more than merely an official duty. It is a friendly controlling of the future steps of the released man, beginning at the prison gate. The released inmate finds upon entering the world new conditions; he needs advice; he is possibly on bad terms with his family or relatives owing to his downfall, and the parole officer succeeds many a time in reuniting families. Positions for the paroled man are secured through close cooperation with our employment bureau, and in case of need relief is given. Discharged prisoners requiring help are also aided, and never is anyone denied some form of help if he can show that he was once an inmate of a prison. In fact, the parole officer's duties are manifold, and cannot be limited to the mere supervising of men on parole; he is the friend of the prisoner while still confined, he keeps him, while still in prison, in contact with the outside world, preparing, guiding and directing his steps at the time of his appearance before the Board of Parole, and his release. In short, the parole officer is the friendly mediator between the law-breaker and society.

The volume of work is considerable. An average of over 200 men are at any one time on parole to Mr. Bohn, our agent. It is physically impossible to give to each of these men just released from prison the amount of attention that is often needed. On October 1, 1917, there were 227 men on parole to this Association; during the fiscal year ending September 30, 1917, 205 other men were placed on parole to us, making a total of 432 for the year.

Of these, 173 were discharged from parole, after having satisfactorily finished their period of conditional liberty. There were rearrested for other offenses and returned to prison 31, and 14 others disappeared and could not be located. The two figures give a total of 45, or 22 per cent. of the number placed on parole during the fiscal year. The figure is, however, but 10 per cent. of the total number of persons on parole to our Association during the year.

The Parole Bureau made 1,502 visits and investigations during the year, besides attending the Parole Board meetings at several of the State prisons each month, and in several instances the meetings at all the prisons in a single month. In this manner the agent keeps in close touch both with the Parole Board and with the men about to be paroled.

This service is done entirely without cost to the State. The parole agent is "loaned" for State service, much as Mr. Kimball is "loaned" to the Court of General Sessions. The Prison Association has for several years most earnestly urged that the State make appropriations for its own parole officers for the State prisons, suggesting that the Prison Association will continue to cooperate with the State when this occurs. We refer the reader to Chapter Four of this present report (page 49) for a fuller discussion of the necessity of the extension of work and of methods by the State Parole Board.

Our parole work is teeming with human interest. The following paragraphs are gathered from letters coming to our parole agent. They show that in spite of failures that come to any individual or organization that deals with delinquents, there are rewards and successes also:

"Want to thank you for your courtesy during the last year. Shall pass along the word to any of the old bunch still 'up there' that they can better entrust themselves to your tender mercies than to anyone else. Sometime in the near future I want to join the army — the British or Canadian of course, so as to be with some of my own bunch."

"I would have liked to have made a better showing in my business end, but I tried to do all that I could, and in return I can only 'thank you.' Two small words, but to me they mean more than I can explain. When you are in my vicinity I shall always be more than glad to have you call at the above address. You will always be welcome either by my wife or myself."

"I want to thank you for the interview at the prison on the 20th inst. last. Although the interview was short it made me feel very glad and very much encouraged. Never since I have been in prison has any one or a friend given me some good advice and hope to live for as you."

"I received my final discharge from you very promptly but since that time I have been very busy. I have received a very good position, and am kept very busy indeed, as the firm has several very large government contracts. I am getting a very good salary with elegant prospects of getting a much larger one, just as soon as I can qualify myself for promotion."

"Hundred upon hundreds of many thanks and may God send showers of benisons upon every member of the Prison Association of New York. I am highly appreciated with the opportunity you granted me to be relieved from the institution that maintain me from liberty. And I assure you that I shall make good. And I make my words my bonds."

THE RELIEF OF FAMILIES

A special bureau of the Prison Association is devoted to the charitable assistance of the families of men who are imprisoned. On an average, Mrs. H. B. Rodgers, a woman of long practical experience, has some fifty families in her care. Such families are very often stricken suddenly, and would not, save for the removal of the breadwinner through imprisonment, have become the objects of charity. Our policy with these families is just as liberal as our funds and our common cause will allow. We do not hold that the distress of such a family should be used as a disciplinary measure, unless we find the family unwilling to cooperate with us in the necessary planning for an existence under new conditions. While in many instances the wife must go to work, it is not necessary that she should learn the lesson that her present plight has come through her own or her husband's idleness, when it has not.

Therefore we endeavor so to maintain the family, or help it to maintain itself, that when the breadwinner returns from prison, he may resume his economic life without a broken family. The painful part of our experience is that we cannot as yet raise funds sufficient to help all the families that apply to us.

During the last fiscal year 412 different families were taken up for treatment. Many of the families required little aid, and many others were not listed in our files as "cases." But in the course of the year our relief agent, Mrs. Rodgers, or her assistant, made 1,498 visits to her families, besides rendering the manifold and necessary services of the individual instances of need.

Besides the constant services of the relief bureau, which cannot be estimated in terms of money, the bureau expended \$4,165 in material relief.

The following summaries of some of the "bureau's families" will bring the problems closer to our members. In many instances the Association cooperates with, or secures the cooperation of, other organizations in the complete treatment of the family.

The family of J. B. was referred to the Prison Association by a branch of the Charity Organization Society. J. B. was serving a term of eighteen months in the penitentiary on Blackwell's Island. Prior to his imprisonment he had been earning \$5 a day. The family had lived at one address for eight years prior to the man's arrest. The C. O. S. paid the rent of \$15 a month. There are five children in the family, ranging from seventeen to two years. The oldest girl earns \$7 a week. The Prison Association allows \$3 a week for food, and has so far expended \$156, and plans to continue to do so until the eighteen months of the man's imprisonment are over. Meanwhile the relief agent is the friendly counselor of the family.

A machinist who had been earning \$15 a week was "sent away" in February, 1917. His wife is a janitress receiving rent free in return for her services. There are three little children. Obviously, there can be no other work done by the woman. Other charitable associations cooperate with the Prison Association in maintaining this family until the breadwinner returns, when his last job will still be open to him. We have so far expended \$168 for the family.

In another instance, by similar cooperation, a woman with four small children is being tided over until the husband returns from the Federal Prison at Atlanta. In this case the Prison Association pays the rent of \$17 a month.

A week before this present record was written our relief agent visited a family which had been helped through many months by the Association. Before the man had been "sent away" he had been earning \$15 a week. After he came back he secured the same position through our help, and at a slightly increased wage. By paying this family's rent, advising the wife as to work during her husband's absence, and by the cooperation of another charitable society, the family was tided over until the husband returned. "They are getting along very well, now that the man is back."

A family was referred to the Association by a branch of the Department of Health. The husband had been sent to the penitentiary for having cocaine in his possession. He could earn \$4 a day as a carpenter. The wife did not want to break up the home. Her mother agreed to keep the family in food if the Association would pay the rent, which we did. After an expenditure of \$120 by this Association, the man returned and went to work for his former employer. So far he has stuck to his work.

The above instances give an idea of the daily work of the relief bureau. We emphasize the fact that, while the material relief supplied is imperative, it is the intelligent, warm-hearted service that counts for most in the ultimate reconstruction of the family.

Assisting the relief bureau is an auxiliary committee, meeting once a month. Generous assistance has been rendered by this committee. The chairman is Mr. Alexander M. Hadden.

The customary Thanksgiving and Christmas baskets were provided in 1917, out of funds raised specially for the purpose. Again we desire to thank the Ritz Carlton Hotel for supplying meat for each basket at Christmas.

THE SPECIAL EMPLOYMENT BUREAU

In Chapter 8 of this annual report, the Association prints a noteworthy analysis of the results of two years' activity of the Special Employment Bureau. We shall make no further reference to the bureau, save to say that its functions in intimate cooperation with our bureaus of probation and of parole, and that the intensive help which the Employment Bureau renders is invaluable in the placing of men coming to us directly after a prison term.

ADMINISTRATION, COOPERATION, EXTENSION

In addition to the specific relief activities of the Association already mentioned — Probation, Parole, Employment, Relief of Families — the society is constantly active in furthering prison reform. We shall present, in the chapter following this, a comprehensive report of the inspection work of the Association during 1917. No one but the inspectors themselves can fully realize how important is such work. As will be shown, practically a revolution in jail management has been effected in a number of counties in the last four years. The consciousness among county officials that a persistent campaign of inspections is being conducted by the Prison Association has been largely responsible for the material betterment in the jails of many counties.

But the Prison Association, at its building in New York, is also a center of dissemination of propaganda for better prison conditions and for the more rational treatment of delinquents. During the legislative session of 1917, the Association urged at Albany, legislation for the admission of misdemeanants to Elmira Reformatory (see pages 69-73 of present annual report), the abolition of the remnants of the fee system in the operation of county jails, and an indeterminate sentence for persons receiving life sentences for other crimes than murder in the first degree.

The Association cooperated with other organizations in furthering certain legislation, and in opposing other measures. An account of this activity will be found on pages An assistant secretary of the Association was for a considerable part of the legislative session active in Albany.

Throughout the year the society has furthered, by endorsement and the furnishing of facts, the development of the honor system and of self-government in institutions. We have cooperated with the Commission on New Prisons in examining and discussing the plans for the new Sing Sing and for the prison at Wingdale. Each institution embodies to a remarkable degree the principle of small and detached cell blocks, each accommodating not over several hundred inmates — a principle advocated vigorously by the Prison Association even before there was any fair probability that the traditional Bastille cellblock, with its thousand or more cells, could be prevented in the proposed construction of new prisons. The Association records here its warm appreciation of the enlightened attitude of the Commission on New

Prisons, and would mention in particular the admirable and sometimes radical plans of the State Architect, Mr. Lewis F. Pilcher.

The principle of cooperation with existing agencies is fundamental with the Prison Association, if such agencies are sincere and are contributing to the progress of penology and criminology. We have endorsed warmly the movement for a better system of defense of needy prisoners, through the Voluntary Defenders' Committee operating in the Court of General Sessions, under the direction of Mr. William D. Embree. Scores of consultations have been held with the General Secretary and with other officials of the Association by representatives of institutions and organizations. The Association is becoming each year to a greater extent a clearing house for information and counsel.

With the Psychiatric Clinic at Sing Sing the Association has worked in warm sympathy, and has sought to interpret its activities to the general public. Many lectures have been given to women's clubs in the winter and spring of 1916-17. With the Bowery Branch of the Y. M. C. A. and with the National Committee of Review of Motion Pictures, the General Secretary retained relationship through membership on the boards of directors. Similarly, the General Secretary was related to the national prison reform field through membership on the executive committee of the board of directors of the American Prison Association. At a special meeting of the said Association in Washington in July, the whole force of the national body was offered to the Government in whatever forms the Government would designate. The New York Prison Association offered similarly its services at the declaration of war in April. Members of the staff and board of the Prison Association presented important papers at the American Prison Association convention in New Orleans and at the National Conference on Social Work in Pittsburg, during the year.

A very important development took place at the School of Philanthropy in New York in the fall of 1917, when Drs. Kirchwey and Lewis, of the Prison Association, conducted courses and a seminar in criminology. For many years the General Secretary of Association has given courses at the School, but the plans beginning in the fall of 1917 call for a gradual extension of the teaching of penology, criminology and abnormal psychology to such an extent as to constitute this department of the School actually the nucleus of a School of Criminology. It is the purpose of the department not only to train for administrative

positions, but also to furnish to social workers and law students a far more comprehensive knowledge than could otherwise be obtained of the principles and methods of dealing with crime.

The better training and functioning of officials of correctional institutions can be achieved in many ways, but the opportunity for occasional informal meetings for discussion and comparison is important. To this end the Prison Association organized in 1916 a semi-annual conference of executive or correctional institutions, and their colleagues. The first conference, held during two days of the summer of 1916 at Elmira Reformatory, was very successful, and was attended by approximately thirty of the chief representatives of correctional institutions in the State. Intimate and vital problems of administration were discussed. Novel features of the conference were the absence of minutes of any stenographic report, the absence of reporters and the absence of set papers.

The second conference of similar nature was held in New York City in January, 1917, by invitation of the Department of Correction, and was attended by seventy persons. The third conference was held, by invitation of the Prison Department, at Great Meadow Prison in July, 1917. The meetings have been signally successful and will be continued. A fine spirit of friendly cooperation and competition is engendered by these gatherings, which are limited to those with much experience in correctional matters. All details of organization and continuance of the conferences have been left from the first with the General Secretary of the Prison Association.

Through the year the Association has continued to publish the little monthly journal, "The Delinquent," devoted to disseminating information regarding modern principles and methods in the treatment of delinquents. With the advent of the year 1918, an editorial board of six persons, including the General Secretary, Dr. George W. Kirchwey, and Assistant Secretary Philip Klein, of the Prison Association, has been created.

In August, 1917, the Prison Association suffered a real loss in the death of Evert Jansen Wendell, member of the executive committee of the Association, while he was in France serving his country in an important voluntary capacity. The following memorial was adopted at the first meeting of the Executive Committee in the autumn:

Evert Jansen Wendell, a member of the Executive Committee of the Prison Association, died in France late in August, 1917, while

serving his country. A letter from Mr. Wendell, addressed to the General Secretary of the Prison Association in July, 1917, thus defined Mr. Wendell's proposed service:

"I am on a mission for the Auro Club of America to assist in the formation of their Paris Committee which is designed to be helpful to the American aviators in France, and keep them more closely in touch with home; and also to help in an advisory capacity in the formation of the American University Union in Europe, which I hope will prove to be useful to many University and College men who will be called abroad in connection with the activities brought about by our entrance into this terrible war.

"Will you please present my very good wish to President Smith and all of the members of the Board of Managers, and ask them to kindly have my absence excused while I am away. If I go twice through the U-boat zones, I am hoping to be back with you all again in six or eight weeks."

Our fellow member was stricken with a fatal illness shortly after his arrival in Paris. He died in harness. Much of his life as a man was devoted to the service of his fellow men, either in active constructive charity, or in making them better and broader citizens.

No man who in recent years has passed away from this community has been more sincerely mourned than Evert Jansen Wendell. His example in good works was contagious and virile. While he attached himself to many forms of charitable work, his peculiar interest was in the reclamation of boys and young men.

The members of the Executive Committee of the Prison Association will long miss the cheery, dynamic presence of Evert Wendell. He could not give equally of his devotion to all social movements. Prison betterment yielded in his field of active work to preventive work with boys. But his interest in our society was sincere, and would have been more constant, had he not believed his work lay in preventing the entrance into prisons of those thousand of young men, who have since his death shown by public expression and by their other actions what Evert Jansen Wendell meant to them.

The Executive Committee has added to its numbers Messrs. George W. Wickersham, Dr. Walter B. James, James Byrne and Ira Barrows. During the year the Committee accepted with much regret the resignation of Mr. James Wood, who for many years had been a most interested member of the Committee.

Despite the serious financial conditions arising out of the war, the Association was successful in making income and disbursements meet for the fiscal year.

The Prison Association received during the year a legacy of \$1,000 from T. H. O'Connor.

In May, 1916, at the invitation of Commissioner Burdette G. Lewis of the Department of Correction, the General Secretary of the Prison Association of New York became chairman of a special committee organized to administer the commissaries of the Department. The purpose of the Committee has been to maintain opportunities in the several institutions of the Department whereby prisoners may purchase at very reasonable rates certain articles of food and other useful things. Commissaries have been established in the City Prison, Manhattan, the Penitentiary, Workhouse, and on Riker's and Hart's Islands, as well as at the City Reformatory at New Hampton Farms, Orange County. The trustees of the Commissaries, composed of three members of the Department of Correction, and three other citizens, have made it the first and chief rule of the Committee to expend the net profit from the commissaries only for the benefit of the inmates—such benefit in general to be collective and not individual. Libraries and bands have been established in several of the institutions. The Commissary Committee has thus carried on, solely for the benefit of the inmates, important and lucrative operations that formerly had been concessions to private individuals who had realized in some instances a considerable profit from the operations.

CHAPTER TEN

THE BUREAU OF INSPECTION AND RESEARCH

THE work of this department during 1917 consisted of (a) Inspection, (b) Legislation, and (c) Special Studies.

I. *Inspection.* This work covered the county jails, county penitentiaries, male and female reformatories and the institutions of the Department of Correction of New York City. No regular inspection work was undertaken for the State prisons, partly because of our special study conducted in the autumn of 1916 into the possibilities of the redistribution of the population and other matters, and fully reported in our last report; and partly because it was not thought wise to do so during the transitional period of reorganization of Sing Sing, and during the formation of plans by the commission on New Prisons. In connection with some of the inspection work, local cooperation was obtained both for general supervision of the particular institution and for the purpose of obtaining relief or rendering help for inmates of institutions.

The patriotic movement for land cultivation gave considerable impetus last year to the concentrated efforts of the Prison Association for the introduction of employment for sentenced prisoners in the county jails. As a result there were unexpectedly satisfactory developments, particularly in some counties where our efforts had seemed futile and where we had entertained little hope of success for years to come. This development will serve to strengthen in a very considerable degree our oft-repeated arguments for the useful employment of county jail prisoners.

II. *Legislation.* In our last annual report we outlined proposed legislation for 1917. It was necessary in the course of the legislative session to modify our plans. Our work of that nature during the legislative session consisted of the following:

Drafting of laws for the following possible purposes:

1. To render Sing Sing the receiving station for the whole prison department.
2. To make Sing Sing, as a receiving department, available for the New York State reformatories for men.
3. To reorganize the parole work for the State prisons.
4. To effect the admission of misdemeanants to Elmira Reformatory.
5. To discontinue certain punishments in all prisons.

6. To abolish the remnants of the fee system in the county jails in reference to the feeding of prisoners.

7. To utilize temporarily Napanoch Reformatory as an institution for defective delinquents.

8. To utilize similarly the prison farm for women at Valatie for female defective delinquents.

9. To make possible the indeterminate sentence for persons receiving life sentence for other than murder, second degree.

The following bills were introduced for the Prison Association:

1. To effect the admission of misdemeanants to Elmira Reformatory.

2. To abolish the fee system in county jails.

3. To make possible the indeterminate sentence for persons receiving life sentence for other than murder in the second degree.

In addition, active propaganda was carried on in connection with a number of other bills introduced by other organizations or individuals. There were thus approved and supported:

1. A bill renaming certain institutions in the Department of Correction. This bill was passed.

2. A bill to permit the use of certain institutions in the Department of Correction as examination stations in connection with the courts. This bill failed of passage.

3. A bill extending the powers of parole and rearrest in cases of private reformatories for women. This bill failed to pass.

There were disapproved and opposed the following:

1. A bill to render the Laboratory of Social Hygiene at Bedford Hills an examining station in connection with the courts in a limited part of the State. This bill failed of passage.

2. A bill to abolish the Parole Commission for the City of New York. This bill failed of passage.

III. *Special Study.* By request of the New Jersey Prison Inquiry Commission, appointed by Governor Edge, a study was made by the Department of Research and Inspection of all the county penal institutions in the State of New Jersey. The conditions of each institution and the laws relating to them were studied and an intensive research was undertaken to obtain statistics at the time of the visit and for a period of five years from 1912-1916 inclusive. This was exceedingly difficult and laborious, in view of the fact that there was almost a total lack of centralized statistical information.

INSPECTIONS

ALBANY COUNTY PENITENTIARY

The sheriff of the county, James D. Patton, is responsible for the supervision of the penitentiary.

The penitentiary represents the old type of stone cellblock with its antiquated and inadequately equipped cells. The lack of proper toilet facilities makes necessary the use of the obnoxious bucket system.

As pointed out in our report of last year many changes have been made by the sheriff. However, the county authorities should obviate the objectionable physical effects either by discontinuing the present institution, or by installing a modern cellblock and making other modern structural changes.

A wholly satisfactory condition of cleanliness and order prevailed in all parts of the institution.

The striped uniform is still in use, but when the present uniforms are worn out, a plain gray material will be substituted. It was intended to discontinue the use of the striped uniforms entirely, but it was said that the Prison Department asked the penitentiary authorities to purchase the remaining stock of striped material, at a very low price.

The old barn buildings outside of the walls have been removed, improving the appearance of the grounds in the rear of the penitentiary buildings, and also adding to the farm acreage. The old laundry building within the walls has been razed.

The messhall mentioned in the previous report as being under construction is now in use. It is highly commended by the authorities as a convenient and clean manner of serving food to the prisoners. The shower bath rooms, also mentioned in the previous report as being under construction, are now in use.

Now that most of the renovating work is completed, the penitentiary officials are again confronted with the problem of idleness among the inmates. During the summer months there is opportunity to employ some of the inmates at farming. However, during the late fall, winter and spring months there is practically nothing except janitor work, shoemaking and tailoring on a very small scale. What is principally needed is some form of employment to utilize the labor of the many and able-bodied unskilled inmates. This vital

need is another argument in favor of removing the penitentiary from its present site to one where a quarry would be available and highway work established.

ERIE COUNTY PENITENTIARY, BUFFALO

The warden, Harry M. Kaiser, is in charge. He is responsible to the Commissioner of Correction, William Hunt.

A tour of the institution was made with the principal keeper. The south hall is still used for the short-termers.

There was also, at the time of this inspection in February, 1917, the usual congestion. The normal capacity of the institution is 230, allowing a cell to a person, whereas at the time of inspection there were 348 men assigned.

No medical examination is provided for new admissions. This lack has been criticised in previous reports, but up to the time of inspection no change has been made.

The boys' section was clean and orderly, and only one prisoner was assigned to a cell. All the boys were together, the classification being based solely on age and not according to the individual boy's character. The latter form of classification is highly desirable, but it is not wholly practicable in this type of institution.

The west hall, used for long-term prisoners, was clean and orderly. It was stated by the prisoners that the food is now served after the men are assembled in the hall and that therefore they receive warm food. The need for such a change was pointed out in our previous report.

The section used temporarily for females, decidedly non-fireproof, was clean and orderly. Its use should be continued no longer than is necessary.

The industries, while they are maintained on a larger scale than in some of the other county penitentiaries do not adequately serve for the employment of all prisoners. In passing through the shops there was a noticeable amount of idleness among the inmates. These men, after finishing the work assigned to them, do nothing but sit around. This county, however, is doing more than Albany and Monroe to solve the problem of unemployment. During the open seasons much valuable work is done on the highways, large numbers of prisoners are employed, and they are compensated for their labor. Highway work is done at a saving for the county. Also at the county penitentiary farm the prisoners are engaged at

farming, road building and the general improvement of the new farm site.

The county penitentiary should be removed from its present site in the city to a site somewhere outside of the city limits. The recommendations made in previous reports we again urged repeated here.

Buckets used in the south wing should be aired more frequently in the yard.

Blankets should be aired in the yard at least once a week.

Medical examination of all new admissions should be made. Another medical examination should be made before prisoners are doubled-up in cells.

Prisoners held in the punishment cells should be given a blanket at night.

The black paint on the side walls should be removed, and a light color of paint applied.

ERIE COUNTY PENITENTIARY FARM

The management of the farm, which was heretofore under the direction of Commissioner Hunt, has been changed so that now it is divided into two departments known as A and B. Department A is controlled by a committee of the Board of Supervisors, and Department B by Commissioner Hunt. The question is raised as to the advisability of having a two-fold plan of management. The re-arrangement seems unnecessary and is apt to create confusion and frequent misunderstandings, all of which are bound to retard progress. The farm is a problem and even with smooth management its development will be slow, but if politics are to be injected into its management, its future seems almost hopeless.

The new dormitory building is finally completed and occupied. The first floor contains office rooms, a large room to be used as a chapel and messhall, and a large kitchen. The second floor contains a large, well-lighted, well-equipped and ventilated dormitory. The building is heated by steam, generated by using natural gas as a fuel. Adequate toilet and bathing facilities have been provided in the basement and on the dormitory floor. In the basement store-rooms have also been provided for clothing of prisoners, vegetables and other supplies. The prisoners seem amply supplied with clothing. There is need of an extra towel on bathing days, and also of the marking of underwear.

The septic tanks, now in use, apparently work satisfactorily. There is need of a rail around the top of the tanks.

Two new barns are under construction partly by contract labor and partly by inmate labor. Except for the installation of the ventilator system, it seems that all the work could have been done by prisoners.

Nathaniel Smith, head of Department A, on June 4th, could not give an exact record as to the kind of seed he had planted, or of acreage under cultivation. When asked to do this, he drew a small note book from his pocket and began to figure from memory. It is felt that he is doing things in a somewhat antiquated manner. His explanation is as follows in regard to the poor crops at the farm:

1. The land has been rented out from year to year, and under such conditions everything has been taken out of the soil and nothing put in, so that it is now seriously lacking in natural and essential qualities.

2. The weather in the region of the farm seems to be different from that in any other part of the county. The soil is such that after a little rain, that it is impossible to get upon the farm for a number of days.

3. He feels that in the course of time better results can be had, but just how long this will be it is hard to tell.

Judging from what has been done in the past two or three years and the prospects at the time of the June inspection, it will be a long time, if ever, before satisfactory crops can be had from the soil of this farm.

MONROE COUNTY PENITENTIARY, ROCHESTER

The superintendent is William H. Craig. There have been no changes in the physical equipment of this institution.

The cell halls are adequately lighted and ventilated, but there is need of a better system of ventilation in the interior of the cells and also of the installation of modern toilet and washing facilities.

One serious criticism of the administration of this penitentiary is the absence of sufficient employment, the year round, for the inmates, a condition that results in demoralizing idleness. As pointed out in the previous reports, this idleness might be greatly eliminated by a revival of the industries or by the employment of inmates on the county highways. To remove the serious handicap which arises from the large number of 5, 10 and 15-day men who come from the city of Rochester, it would be advisable to put into

effect the indeterminate sentence law, which could be worked out under the supervision of a parole commission. A general explanation of this plan is embodied in our 1916 inspection report of this institution.

Apparently, minors are not strictly separated from adults during the day in the old shop buildings. Both minors and adults sit together on the same benches. A separate tier in the cell hall is not used exclusively for minors. It has been stated that a separate tier is set aside exclusively for minors. By law adults and minors must be separated at all times. The warden of the penitentiary and his assistants are well aware of this law, and have not satisfactorily complied with it, particularly in the shops during the day.

Prisoners complain that during the exercise periods in the cell hall on Sunday afternoons the inmates are made to walk at a very rapid pace and for this reason many of the men do not partake of such exercise. Men are not allowed to set their own pace while exercising. This procedure should not be continued. There is absolutely no sense in racing the men around the cell hall, except for the purpose of discouraging exercise. Complaints have been made that exercise periods in the shop buildings during the day have been reduced from one hour to a few minutes, and on some days there is no exercise at all. Many prisoners, conversed with, agree that the exercise is permitted twice daily, but their statements as to the amount of time allowed differed greatly. A similar complaint was made about the opportunity for conversation in the shop buildings; again the prisoners admitted that conversation was permitted, but it was difficult to judge from their various statements as to just how long a time is actually allowed. The Prison Association has endeavored to eliminate what is known as the "silent system" in these shop buildings. The warden has promised to allow conversation periods in the morning and in the afternoon.

It was stated that from 20 to 24 men are sent to the shower bath room at a time and are forced to bathe too hurriedly, two or three being made to stand under one spray at a time. It was further stated that the towels furnished are too small. Investigation showed that there are eight or nine shower bath sprays, separated by partitions. The prisoners are brought to the shower bath rooms once a week in groups numbering from 15 to 25, sometimes more than one man goes under the spray at a time. It was denied that three or four men are compelled to use one spray at a time. But apparently not sufficient time is allowed for bathing.

Individual towels for daily use are not provided. Instead, common towels in the wash room adjacent to the old penitentiary hall are used. The use of common towels is forbidden by law. The promiscuous use of towels, especially in an institution, is dangerous.

The doctor does not make daily visits to the penitentiary, nor does he examine each new arrival. The principal keeper really acts as a doctor. A physician drawing a salary from the county, no matter how small, should make daily visits and should examine every new admission.

At the time of the visit in August, 1917, there were bugs in the cells. In many cells there were blood stains on the side walls, caused by the prisoners killing the bugs.

Prisoners conversed with were of a divided opinion relative to the food, some saying that it was all right and others the contrary. These opinions were sometimes given in a spirit of indifference, at other times with unduly exerted emphasis, and again with the feeling that it was as good as could be expected under the circumstances. The bread is satisfactory, more palatable and more pleasing to the sight than the bread served in the other institutions of the State. The food observed in the process of preparation was satisfactory. There was no evidence of decayed meat or decayed vegetables.

ONONDAGA COUNTY PENITENTIARY

The Superintendent is Charles H. Livingston.

At the time of the November inspection satisfactory cleanliness prevailed in all parts of the institution with the exception of the jail section, where there was chance for improvement. It was stated that this section was not "up to the mark," because many prisoners had been sent to court that morning.

Common laundry soap is used for the shaving of prisoners. This is too caustic, and its reaction on the skin causes much discomfort. Since the inspection this kind of soap is no longer used.

The plan of having only one shaving day a week in the jail section is bad. All prisoners are shaved on Monday morning. A prisoner coming to the jail on Monday evening, and required to appear in court on Wednesday or Thursday morning, misses the chance to be shaved. There are always several barbers in the penitentiary section, and there is no reason why there should not be more frequent shaving.

There is no resident physician, and new admissions to the penitentiary are not examined by the visiting physician. Although the physician visits the penitentiary daily and is subject to call, no prisoner is brought to his attention unless he has been placed on the sick list by one of the keepers or other officials. This means that every prisoner is admitted into the general population of the institution without any examination having been made as to venereal diseases, tuberculosis, etc. The evil of this practice can be easily imagined.

The practice of removing all hair from the head of each prisoner, which has been objected to in previous reports, still prevailed at the time of the November inspection. In extreme cases of pediculosis capitis such treatment is necessary, but it should not be made a general rule.

Knives and forks are not provided for prisoners in the jail section. They receive only spoons. This has been objected to in previous reports, and its continuance seems an unnecessary precaution. It is feared by the Superintendent that if these implements are provided the inmates will use them in effecting an escape. There is some truth to this, so far as every institution is concerned, and yet this institution seems to be the only one taking such extreme measures.

There is a good-sized chapel in the institution. Prisoners in the penitentiary section are allowed to attend services every Sunday, but, strange to say, those in the jail are not. The jail prisoners are just as much in need of religious services as are the penitentiary inmates.

Prisoners in the jail section are not permitted outdoor exercise. This works unnecessary hardship, especially for those awaiting the action of the grand jury. There is no good reason why jail prisoners cannot exercise in a part of the large penitentiary yard.

There is no matron in active service during the night. There is a matron subject to call while she is sleeping in her room. The night watchman rings a clock in the female section and has keys to all parts of that section. Likewise, the night watchman visits the punishment cells whether they are occupied by males or females. We recommend absolutely that the care of female prisoners be constantly in the hands of women officers. To allow the male officers to go into the female section, or the punishment section when it is occupied by women, is highly objectionable and is unfair not only to the inmates but also to the officers.

Female prisoners should wear their regular garments during the day while in the punishment cells. They should not be allowed to lounge about, scantily clad.

A special car is provided by the street car company in Syracuse for the transportation of prisoners from Syracuse to the penitentiary. The car is small and the window-panes are transparent, making it easy for the people in the street to observe persons in the car. This is a very undesirable method of transportation.

As pointed out in our previous reports there is still need for better facilities for the separate detention for minors in the jail section. The present superintendent is to be commended for his efforts to comply with the law. However, the facilities available make the observance of the law impossible when the population is large.

It is not a general rule that every prisoner admitted to the jail must take a bath before he is assigned to his cell. There is need for such a procedure in most of the cases, and the lack of such makes it impossible to keep the bedding and other equipment free from vermin.

No provisions are made for the fumigation of the inmates' clothing. Such a system is necessary in many cases for the proper handling of prisoners.

Three meals should be provided for all prisoners on Sunday. Since this inspection the inspector has been informed that plans are under way for a padded cell, of which there has been much need.

Some of the above deficiencies can be remedied by the superintendent; others require action by the Board of Supervisors.

WESTCHESTER COUNTY PENITENTIARY

The warden is Calvin Derrick.

In May of 1917 the new Westchester County Penitentiary was opened, and a number of inmates were transferred from the county jail in White Plains. The penitentiary constitutes a part of the county unit under the County Commissioner of Charities and Correction, V. Everit Macy. It includes the County Tuberculosis Hospital and the County Almshouse. There is a central organization for all fiscal and administrative matters, and a joint use of all the resources of the 400-odd acres of land belonging to the county unit. It is expected that the inmates of the penitentiary will perform all the necessary hard work for the whole unit.

The general plan of the institution was described in our annual report for 1916, with illustrations and ground plan. All the expectations regarding the institution have thus far been realized. The beauty of the buildings, the simplicity of their arrangement and the possibilities for extension are all that could be expected. In respect to the general architectural elements of the institution, they are likely to serve as a model for future construction.

The management under Mr. Derrick has been both efficient and progressive, and thus far no complaints have been heard from any source. In addition to the institutional work proper, outside follow-up and employment work is supplied by an officer of the institution, especially appointed for that purpose.

A full study of all aspects of the institution will be made during 1918, so that its success may be judged upon ascertained facts rather than upon general judgment.

NEW YORK STATE REFORMATORIES AT ELMIRA AND NAPANOCH

The newly-appointed superintendent is Dr. Frank L. Christian, who succeeded the late P. J. McDonnell.

The population of the institution during the year continued to fall below the former averages. The small population has affected to some extent the daily routine of the Reformatory. For instance, the gymnasium classes have been discontinued, and the military parades have lost much of their attractiveness and snap. For some reason, not definitely ascertained, the falling-off of the population of the Reformatory has been at a greater rate than for the other penal institutions of the State.

The fact that both the Elmira and the Napanoch institutions have carried a population of less than half their maximum capacity has suggested the utilization of the Elmira Reformatory for the commitment of misdemeanants. At present there exists only on paper a State reformatory for misdemeanants between the ages of 16 and 21. Under existing laws, misdemeanants in the City of New York between the ages of 16 and 30 may receive reformatory treatment by commitment to the New York City Reformatory, located in Orange county. Likewise, for all misdemeanants between the ages of 16 and 18 in the State commitment may be had to the House of Refuge on Randall's Island. With the exception of New York City, there is therefore at present no provision for the sending of misde-

meanants between the ages of 18 and 30 to institutions other than the county penitentiary or jails. In the latter institutions the treatment of these young offenders does not in the slightest degree approach reformatory methods, while felons of the same age are accorded the opportunities offered at Elmira.

Because of the unusual opportunity arising from the low population the Prison Association has considered this a fit occasion to break down the traditional distinction between felons and misdemeanants, and to amend the law so as to provide for the latter the same advantages that have been accorded to the former. The Association, therefore, caused to be introduced in the Legislature of 1917 a bill permitting the commitment of misdemeanants between the ages of 18 and 30, as well as felons, to the Reformatory. Opposition to the proposed legislation has been based principally on two points, one, the rigidity of the Elmira system, and the other the mixing of misdemeanants and felons. The latter criticism has been long ago disproved by such eminent penologists as former Superintendent Brockway, and the former is being largely improved by the progressive and scientific methods gradually being introduced under the new superintendent, Dr. Frank L. Christian, who has been a pioneer in the recognition of the importance of the mental examination and classification of inmates.

Although Dr. Christian has been in office only a short time he has instituted many changes and contemplates further ones, giving the public reason to be very hopeful about the future of the Reformatory. The most serious problem, with reference to the discipline of the institution, has been practically removed by the establishment of what is known as a "Special Class." This class is made up of inmates who are particularly unfit, because of their general inferiority, for the routine of the institution. They receive scientific attention, special supervision, and kindly consideration. They are exceedingly easy to handle when segregated, whereas they had been the greatest source of trouble as part of the general population.

In connection with this special group and with the general interest now in criminology, the senior physician, Dr. Harding, has been devoting almost his entire time to the examination and diagnosis, from the mental standpoint, of all newly arrived inmates. His work, in this respect, carries out plans that had been devised by Dr. Christian some years ago and which now bring the institution abreast of the scientific mental studies in other penal institutions.

Other changes in the routine of the institution comprise the reorganization of the school hours, the elimination of the system by

which different kinds and qualities of food were served to the different grades; the partial abolition of the monitor system with its complete abolition contemplated; and the extension of trade instruction so that a greater number of hours daily may be devoted to training, and other minor changes.

Napanoch still continues under the supervision of the Assistant Superintendent, George Deyo. The reduction in its population has been even more serious than at Elmira, making it difficult to keep up even the ordinary routine. There has been in contemplation during the last year or two the diversion of this institution for special use in the confinement of feeble-minded delinquents now in the penal institutions in the State. Nothing definite has, however, been undertaken in this direction.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD HILLS

The superintendent is Miss Helen Cobb.

Bedford Reformatory has had stormy times for the last few years, due to a number of causes. Insufficient appropriations on the part of the Legislature, resulting in food of inadequate variety; insufficient clothing, poor repairs and other institutional shortcomings; internal disaffection in the administrative staff; overcrowding of the institution with its resultant congestion of sleeping quarters and general deterioration of discipline. These were some of the important causes that have rendered the Reformatory unsatisfactory during some years past. The investigation by the State Board of Charities in 1915, necessitated by an accumulation of these circumstances, while accomplishing little, contributed to a further breakdown of the institution's spirit and discipline.

During the past year a change of administration has taken place with the advent of Miss Cobb as a new superintendent. A number of instances of visible improvement have taken place under Miss Cobb, especially in administrative matters and in the *esprit de corps* of the staff. The public is justified, therefore, in requiring a gradual readjustment of the institution to its former standards with such further improvement as may come to it by the progressive application of the principles being worked out in the laboratories and Psychiatric Hospital of the Bureau of Social Hygiene.

The physical plant of the institution has been distinctly improved in a great many respects, the enumeration of which would be too

detailed, and appropriations have been granted for further improvements that will go far toward a satisfactory state of institutional management. It is to be regretted that Rebecca Hall must still be used, and that the new cottages on the hillside have not been fully utilized. In the case of the latter, allowance must be made for the inconvenient location of these cottages.

Better living accommodations have been provided for the administration staff; and office methods in the Superintendent's department and the Steward's department have been improved. The discipline of the institution in the strict sense of the word is gradually being mastered, although with strict observance of the truth, it must be admitted that there is a good deal more to be done before substantial progress can be reported. It is gratifying to be able to say that the Assistant Superintendent, Miss Minogue, appeared to be temperamentally well-fitted for her task as disciplinarian.

Important changes in the institutional system have taken place in the form of the substantial decrease of the population of Rebecca Hall, the segregation of colored inmates in separate cottages, the opening up of the new cottage group, and of the Psychiatric Hospital. The latter institution, which is in a sense part of the laboratories conducted by the Bureau of Social Hygiene, has up to date not been found to be working in full unison with the institution as a whole. The latter still functions quite independently and has not absorbed the hospital into itself as an integral part of its methodology.

The population on the dates of inspection averaged about 400. There has been discussion during the past year of the advisability of procuring a new disciplinary building with capacity for 50 inmates. It is strongly urged that until the institution has been able to define clearly its policy in respect to the correlation of so-called institutional discipline with the scientific treatment of psychopathic cases, no new undertaking should be sanctioned for the continuation of discipline in its traditional sense. The application of hospital methods to the psychopathic inmates of the institutions is at present complicated with so many factors of local and temporary nature that judgment upon the whole matter must be suspended.

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION

Mrs. Flora P. Daniels is the Superintendent.

There have been no changes in the physical equipment of the institution.

Mental tests have been made of all inmates by Dr. Herrick of the State Board of Charities. It was stated by the Superintendent that she was informed that 83 per cent of the population was feeble-minded. There has been no redistribution of the population subsequent to the mental tests made by the State Board of Charities. The women are sent from the reception cottages to the others as vacancies occur.

It is planned to keep the teachers at the school during the summer except for a period of one month, which is allowed to each for a vacation. However, the school work will not be continued, but instead the girls will do farming. In our previous reports the continuance of the school has been urged, and although the opportunity for farm work will be of benefit to the girls, it is a question whether the school work should be entirely discontinued for the summer.

The grounds in the vicinity of the sewage disposal beds have been cleaned up, but there is still chance for improvement. In the four old cottages, additional bathing and toilet facilities are needed. The Superintendent hopes that such additions can be made from appropriations allowed for repairs.

The dental and oculist work has been discontinued because of lack of funds. An oculist has been engaged at \$25 a day, and a dentist at \$7.50 a day. It was said that the oculist examines about 18 or 20 cases daily. No estimate can be obtained as to the amount of work done by the dentist.

It is planned to provide a disciplinary room in each cottage instead of sending girls to the reception cottages.

Satisfactory cleanliness and order was found in all cottages.

COUNTY JAILS

For some years, especial attention has been given by the Prison Association to the construction, renovation and equipment of the county jails in New York State, so that now many jails serve as relatively satisfactory criteria. The old type of stone-vault cell with its dark, unventilated and usually damp interior has given way to the large steel jail, with adequate ventilation, more natural light, modern toilet facilities and washing accommodations. In most jails a single iron-frame bed, attached to the side wall by hinges and chains, is provided. These are usually equipped with suitable mattresses, blankets, sheets and pillow cases. In many jails the cell

equipment is further added to by the small sized cabinet for personal belongings, and also a stool.

The feeding of prisoners in cells, a practice productive of dirt and vermin, has been reduced by providing a common messhall, usually in the basement. Aluminum cooking and eating utensils are taking the place of crockery. Jailers have been educated to the need of providing separate eating utensils for prisoners having communicable diseases. Three meals daily with extra food for workers is now the general rule.

Legislation, fostered by the Prison Association during 1917, has entirely abolished the fee system and its remnants from the State. Under the old system, the sheriff in certain counties received a fixed per capita per diem for supplying food to prisoners. It was necessary for him to report only the number of prisoners held in the jail. Usually boards of supervisors were not interested in the detailed amount expended. However, under the new system it is mandatory that the sheriff submit a detailed statement to the county board of supervisors, indicating the amount expended for food stuffs. In other words, the county taxpayer is now in a position to learn just how much is being expended for food. The new system provides a more elastic means of meeting the fluctuating prices of food stuffs, and also eliminates the many abuses of the previous method.

A notable improvement in the form of receiving quarters has been added to many jails. The equipment consists usually of shower baths or tubs, a fumigating apparatus for clothing, and a clothes closet. The prisoner is first received in the sheriff's office, where his pedigree is taken. After that he is taken to the receiving quarters, made to remove all his clothing, and is thoroughly bathed. After bathing he is furnished with a jail uniform consisting usually of a suit of underwear and a suit of overalls. His own clothing is placed in a fumigator and later removed to a clothes closet. This practice has many benefits, the chief one being the assurance of cleanliness among the prisoners. It is felt that without such a system it is utterly impossible to keep a jail clean and free from vermin.

The importance of the county jail is too often far too lightly estimated. It is the institution in which the convicted and the unconvicted prisoner spend much time under abnormal conditions. It should be developed along reformatory lines. To this end a great change has taken place, especially during the past year. Working on the theory that idleness leads to physical, moral and mental deterioration, the Prison Association has campaigned persistently for the daily employment of able-bodied prisoners, for their own good and

in order to reduce the cost of maintenance to the county taxpayers. There is little doubt that gratifying progress has been made during the year. The jail is no longer "a soft berth" for the repeater. The supervisors in counties that several years ago were supporting their prisoners entirely from the taxes are now enthusiastic, as they see the jail prisoners toiling like honest men on the jail farms, thereby contributing toward the cost of their maintenance.

Aside from the economic phase, the rebuilding of run-down men and the preservation of the health of the more fortunate show clearly that there should be no let-up in urging, wherever possible, the employment of jail prisoners. In this State grand jury prisoners are not permitted to work. However, it is not uncommon to hear these prisoners beg for some employment to pass the long hours of the day. It should be remembered that although unconvicted, these are frequently detained for much longer periods than others who have been convicted, due principally to the insufficient number of grand jury sessions in some of the counties. In such cases effort has been made to persuade county judges to hold extra sessions of the grand jury; this has worked out satisfactorily in a few counties.

While the employment of jail prisoners on jail farms, county poor house farms, highways and quarries is particularly gratifying, it should be regarded as only the beginning of a fundamental reorganization of the treatment throughout the State to misdemeanants. There is a growing propaganda for the creation of district work-houses under State control, which shall receive convicted misdemeanants from contiguous counties, and under the best modern methods maintain large farm and industrial activities, while the county jails will become, under such a change, simply detention houses for prisoners awaiting trial.

The following is a brief statement of the findings at each of the county jails at the time of inspections made in 1917:

ALBANY COUNTY JAIL, ALBANY

The sheriff is James D. Patton.

The extensive changes mentioned in the previous report as under way have been completed, resulting in a thorough cleaning up of the cellblock, corridors, and other parts.

The inmates, excepting those awaiting the action of the Grand Jury, now go to the penitentiary messhall. This greatly facilitates

the serving of food to prisoners and promotes cleanliness throughout the jail. The jail inmates are now given an opportunity for exercise in the penitentiary yard, as urged in our previous reports. It is hoped that eventually the Grand Jury prisoners will also receive this privilege.

There is still much need for the establishment of receiving quarters, as pointed out in our previous reports. Under the present plan, prisoners coming in from the outside are placed in the same sections with others, without changing their clothing. The county should provide a fumigating apparatus for clothing. Also necessary wearing apparel, such as shoes, socks, underwear, and for prisoners who are to spend some time in the jail, overalls and jumpers.

There is need for better classification and separation of prisoners, especially minors.

It was gratifying to find that additional farm land has been provided, by the razing of old building on the county property. While farming does not furnish sufficient labor for the entire population, nevertheless the slight increase is helpful.

ALLEGANY COUNTY JAIL, BELMONT

The sheriff is J. W. Weir.

A satisfactory condition of order and cleanliness prevailed in all parts of this jail. The sheriff is trying to use the labor of the inmates to work a small piece of land. The population is usually very small and very little can be expected with respect to employment. There is still need for an additional session of the Grand Jury to break up the long interval between March and September.

BROOME COUNTY JAIL, BINGHAMTON

The sheriff is Jess. C. Hover.

This jail can accommodate approximately 100 prisoners, by placing two in a cell. As pointed out in previous reports, there two prisoners are generally assigned to a cell. This practice is very undesirable. It is practically impossible to keep the prisoners classified in accordance with the requirements of the law. At the time of inspection this year the lower floor of the east wing was particularly overcrowded. There were only thirty beds available, but in order

to properly classify the prisoners during the day it was necessary to assign forty prisoners to this section. At night the extra ten were distributed to other parts of the jail. It was stated that a committee of the Board of Supervisors was to appear before the State Prison Commission to discuss the matter of enlarging or otherwise improving the jail. As yet no enlargement has been made.

A satisfactory condition of cleanliness and order prevailed in all parts.

The officials of the county are alive to the need of utilizing the labor of convicted prisoners. The County Board of Supervisors have authorized the employment of the jail prisoners on the county poorhouse farm. The prisoners are transported to and from the farm in an auto truck. Inmate labor is also used in the stone yard, located a short distance from the jail, and on the county grounds adjacent to the jail. The janitor work in the jail, work on the county grounds, at the farm and in the stone yard serve well to break up the heretofore demoralizing idleness in this institution.

Previous action of the Board of Supervisors for the installation of new toilet bowls, wash bowls and a regulation padded cell should be carried out.

BRONX COUNTY JAIL, THE BRONX, NEW YORK CITY

The sheriff is James F. Donnelly.

The Bronx county jail occupies its new quarters, located in part of the Bergen building at 177th Street and Crotona Park. It occupies some three floors of the building which has been leased to the county for a period of ten years. The cell structure has been built on the outside-cell plan on the same general design as that employed in the Erie county jail. However, the material used and the general arrangement in some particulars are very much more satisfactory. The cells, arranged along the two outer walls of the north and south sides respectively, are reached by corridors running east and west and separated by the central portion of the jail, the three floor of which are used as civil prison, hospital room and kitchen (including keepers' dining room), respectively. Ventilation between this central portion and the corridors is obtained principally through open spaces protected by wire mesh, and appears satisfactory for all purposes. Individual cells are ventilated by outside windows for each cell. There is a female department, consisting of one large room, and a chapel. An elevator gives access to the roof,

which is so constructed and protected as to afford outdoor exercise. Fire escapes are provided.

In respect to equipment and general standards, the jail has been fitted up in accordance with modern requirements. It is exceedingly gratifying to see a well-constructed and well-conducted jail built on the outside cell plan, and successfully administered. The employees are on three shifts of eight hours each, including men and women. This also is very satisfactory, although the total number of employees might be reduced without loss of efficiency.

There is one serious criticism of the location of the jail, which this Association made repeatedly when the plans were considered, and which criticism was informally submitted to the Prison Commission at the time. It related to the location of the jail on the lower floors, affording direct access to the cell windows from the outside. Had the jail been placed on the upper floors, such action would have been impossible, and all the advantages of the outside cell would have been obtained without any accompanying disadvantages. The Association regrets that the plans, with the floors as indicated, were approved by the Prison Commission and allowed to pass. The results are very discouraging to the administration, for the dangers of communication and of introduction of contraband goods, including even fire arms, are constant and unavoidable.

CATTARAUGUS COUNTY JAIL, LITTLE VALLEY

The sheriff is C. B. Nichols.

The jail was satisfactorily clean throughout. Some of the prisoners complained that the food was insufficient in quantity. The regulation rations were shown by the sheriff to the inspector, and if they were a fair representation of the usual quantity provided, the complaints are not justified. It was also shown that prisoners who work receive extra rations.

The water supply for the toilets on the third floor is not adequate for thorough flushing. The need for improvement in this respect was pointed out in our 1916 report.

In accordance with Recommendation 2 of our 1916 report, a padded cell has been installed. This has proved a great help to the sheriff in dealing with intoxicated prisoners.

In our report for 1916 mention was made of the efforts of the county board of supervisors to abolish idleness in the jail. Farm

land has been purchased. The sheriff stated that the prisoners are doing good work on the farm and that he is able to use an average of about 5 men daily, at times increasing the number to 15.

The sheriff permits prisoners serving sentence to work for farmers in the county. He feels that it is much better for them to work and earn money to help themselves at the time of their release. Doubtless such an opportunity is to the prisoners' advantage. The practice is unconstitutional, and is open to serious abuse. In May, 1917, 4 men were working for the village street commissioner. They received \$2.25 daily for their labor and out of this paid the sheriff 47 cents a day for board. This amount was turned into the county treasury. These men returned to the jail each night. They were paid on a written order signed by the street commissioner. Although they were working under the supervision of a village official, they were nevertheless doing work on property owned by private individuals. This work is usually done by private contractors. It is possible to interpret this case as contrary to the constitution.

There is no apparent indication of an attempt to exploit the labor of prisoners serving sentence. When the sheriff was informed that some of the practices were contrary to the provisions of the State constitution, he stated that he would see that they were not repeated. The sheriff was advised in a letter from the Prison Association to keep within the bounds of the constitution.

CAYUGA COUNTY JAIL, AUBURN

The sheriff is Thomas Walker.

The population of this jail is usually greater than the available accommodations. The physical plan of the jail has been severely criticised in previous reports, and in May of this year remained the same. However, it was stated that contracts have been awarded for the renovation of the jail. The pit section is to be divided by a steel partition in the center. Steel stairways are to replace the wooden ones. Partitions are to be provided in the female section. Practically all these things have been suggested in our previous reports as an extreme alternative for a new jail. At best they can only be regarded as a feeble attempt to do the right thing. The jail, as stated in our previous reports, should be taken out of the city and placed on a farm site where the prisoners can be made to work at farming or at stone breaking. With such a plan there would be no need of sending prisoners to the Onondaga County Penitentiary.

Prisoners receive three meals daily, including Sunday. They were not entirely satisfied with the food served to them. The prisoners in the pit complained of the lack of variety and quantity. There was a noticeable improvement in the cleanliness of the jail as compared with the conditions on a previous inspection.

It was suggested to the sheriff and jailer that the bedding be hung on the rails or on the doors for a few hours each day. The pit section should be aired daily for at least one hour. The toilet bowls need painting.

Very young minors should under no circumstances be kept in the pit section. It would be better to place a young lad in one of the upper sections and if necessary in the company of an adult known to the sheriff.

CHAUTAUQUA COUNTY JAIL, MAYVILLE

The sheriff is William H. Marvin.

There was a very high standard of cleanliness and order throughout the jail. This is undoubtedly one of the cleanest jails in the State.

There is need for the employment of the large number of prisoners usually serving sentence in this jail. There is no reason why many of the prisoners should not be employed on the county poorhouse farm as is done in other counties. At present some men are sent to the county poorhouse farm from Dunkirk and Jamestown. While this to some extent relieves the jail of such prisoners, further arrangements should be made to take prisoners directly from the jail.

CHEMUNG COUNTY JAIL, ELMIRA

The sheriff is Rosewolle Hoke.

There has been no change in the general structure of this jail. It is a peculiar combination of antiquated and partly modern construction. The "pit" section is the main and central part of the jail, and because of its vault-like cells is unsatisfactory. Placing more than one prisoner in a cell is an evil practice. The juvenile section contains a modern type of cell structure, but the interiors of the cells are inadequately lighted and ventilated, chiefly because of the position of the cellblock. As suggested in previous reports, the juvenile section should be transformed into a receiving department, so that

men can be thoroughly bathed and have a change of clothing before entering into the "pit" section.

The padded cell has not been improved. It is inadequately ventilated and lighted, and because of the arrangement of the steam-pipes it is not a fit place, during the winter, in which to keep a prisoner.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail.

It was gratifying to find that the Board of Supervisors have shown further interest in the employment of the inmates. Heretofore the chief occupation for prisoners, aside from janitor work, has been the breaking of stone for the highways. This year, farm work on a fair-sized piece of land was started. In our previous reports work on the highways or on a farm has been urged.

CHENANGO COUNTY JAIL, NORWICH

The sheriff is N. D. Lewis.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail. The inmates had no complaints to offer relative to their treatment. In accordance with a resolution passed by the Board of Supervisors prisoners are sentenced to the county poorhouse for employment. They are then supervised by one of the poorhouse employees, deputized by the sheriff, who still retains his authority over the prisoners. The prisoners are not housed separately. It is expected that very soon a separate dormitory building will be provided. The sheriff gets no credit in his accounts for the labor of prisoners. Some arrangement to this end should be made. We again commend the Board of Supervisors for their efforts to utilize the labor of sentenced prisoners.

There is much need of a padded cell. The failure to install one at the time the jail was constructed is inexcusable.

The north side wall of the county court building has been painted white, thus allowing a better reflection of natural light on the south side of the jail. This work was done with inmate labor.

All the iron work on both floors of the jail was painted with aluminum. The interior side walls were painted white. This work was also done by inmate labor.

The laundry equipment has been improved by installing a large bath tub which was formerly used in the court house. This takes

the place of the old wooden barrel. A hand-power washing machine has also been added.

The track which guides the lower part of the niche door has been removed from each toilet niche, and instead two cleats have been placed on each side of the opening. These serve instead of the track but do not allow space for dirt and water to accumulate.

CLINTON COUNTY JAIL, PLATTSBURG

The sheriff is H. H. Fiske.

On August 1, 1917, there was no evidence of the approaching renovation of the present jail. The application of new paint and the repairing of some of the toilets seemed to be as far as the Board of Supervisors intended to go.

The Board of Supervisors have passed a resolution discontinuing the use of the county jail as a city lockup. This was done after much pressure was brought to bear by the Prison Commission. This action is commendable and should be enforced. In our reports we have condemned the use of the county jail as a city lockup.

The jail has been criticised in our previous reports because it is not nearly modern, and is inadequate for the county needs.

In one of the rooms used for females there were two women. The equipment of the room was topsy-turvy and there was food lying about on the tables and chairs. In the other room used for females a woman was held on temporary detention. She was either suffering from delirium tremens or on the verge of insanity.

A person in the condition that this woman must have been in at the time of her admission should not have been left alone. The sheriff's wife receives a salary as matron and should perform her duty, particularly on such occasions. Also, there should not have been rubbish, such as bottles, baskets, etc., in the room. A case like the above clearly shows the need of a padded cell and hospital quarters. This woman was in need of medical attention. A doctor was called after she had done herself much harm.

The present sheriff has allowed prisoners to work on farms belonging to private individuals. It was pointed out to him that this was contrary to the provisions of the State constitution, and he said that the practice would cease immediately.

In order permanently to solve the jail labor question, the county authorities should purchase a good farm, if possible one with a quarry on it, and construct a new jail on the site. By having the

jail on a farm the necessity of transporting the prisoners, which is somewhat of a problem, could be obviated, and thereby make the whole plan more feasible.

COLUMBIA COUNTY JAIL, HUDSON

The sheriff is W. J. Kline.

The new jail, built partly out of the old one, is now in use. The inside-cell plan has been installed. The cells have barred fronts, and there is a corridor for prisoners and another for guards. Both corridors run parallel, and occupy the space between the fronts of the cells and the side walls. Each cell is equipped with a modern type of toilet, wash basin with running water and an iron hinge bed. A section of the jail has been reserved for city lockup cases.

A satisfactory condition of cleanliness and order prevailed.

No provisions are made for the adequate employment of sentenced prisoners.

CORTLAND COUNTY JAIL, CORTLAND

The sheriff is J. L. Eades.

Except for the use of paint, soap and water, the addition of some oilcloth, and the introduction of sheets and pillow-cases, no changes have been made in the construction and equipment of this wholly unsatisfactory jail.

It was gratifying to find the condition of cleanliness and order throughout far superior to that found at any previous inspection of this jail made during the last four years by a member of the Prison Association.

The beds in all parts were neatly made up. In the juvenile section the wall paper has been removed, the walls painted, and oilcloth substituted for the carpet. Electric light has been installed in the shower bath section on the second floor.

A young feeble-minded girl, who was an inmate in the jail at the time of a previous inspection, about a year ago, was still in the jail. She was returned from a reformatory institution in the State to the custody of the sheriff of Cortland county. County officials seem unable to find an institution in the State willing to take her, and there is no way to dispose of her except by keeping her in the jail or the county poorhouse. She remains in the jail practically as a voluntary prisoner. This case is undoubtedly one of many, showing the need of a different State system of dealing with such cases.

It was found that the sheriff allows sentenced prisoners, upon their request, to go to his own private farm and work. The sheriff was advised not to continue this practice, because it was contrary to the provisions of the State constitution.

The present structure is unfit to be used as a county jail. A new jail should be constructed in the suburbs of the city and a jail farm provided.

The matron should receive a salary. Her work is often unpleasant, and her services are indispensable when females are detained.

DELAWARE COUNTY JAIL, DELHI

The sheriff is A. L. Austin.

Practically no changes have been made in this jail since the previous inspection. A satisfactory condition of cleanliness and order prevailed. There is still need for a partition in the east and west corridors, on the first floor, for the proper separation of Grand Jury prisoners from those serving sentence.

A jail yard should be provided for outdoor exercise, particularly for those prisoners awaiting the action of the Grand Jury. Additional Grand Jury sessions should be called between the regular sessions, when the number of prisoners warrant it.

Because of the usually small number of convicted prisoners, highway work or farm work is not feasible. Adequate employment is now furnished to the small number of prisoners by assigning them to the court house, on the county grounds, and to janitor work in the jail.

DUTCHESS COUNTY JAIL, POUGHKEEPSIE

The sheriff is E. J. Conklin.

The main part of the jail was clean and orderly. The niched toilets made a bad appearance, but it does not seem possible to keep them clean, because the rust has gone too far.

The kitchen was clean and orderly.

The juvenile section, because of its location, does not have the brightness that is found in the main section of the jail. On June 23d of this year there were on the lower floor of the juvenile section several minor prisoners, and on the upper floor a number of adult male trustees. This combination is not a good one, because it does not admit of a strict separation of adults and minors as is

required by the law. The trustees could have been otherwise provided for by assigning them to cells on an unoccupied tier in the main section of the jail.

The sheriff has not removed the doors from the toilet niches, but has given instructions that they be kept open.

No clothes fumigator has been provided. It was stated that the prisoners bathe once a week and oftener if they desire. Towels are supplied to prisoners only on bathing days and are collected after the prisoner takes his bath. The jailer says that the plan of giving each man an individual towel has been tried, but has proved unsatisfactory, because the men either destroy the towels or lose them. Without towels they are compelled, excepting on bath day, to use either part of their clothing or some of the bedding to dry themselves. It was recommended that a towel be given each prisoner in the morning and collected a short time later.

Enameled-ware eating utensils are still used, but it was said that the sheriff was planning to use aluminum. The latter have been recommended in our previous inspection reports.

It was stated by the jailer that the sheriff is now able to purchase a better grade of meat because of a slight increase in the allowance for food.

It is expected that within a short time the renovation of the old police lockup will be completed, and that the sending to the jail of prisoners prior to conviction will cease. This will keep from the jail the rough and unclean inmates that now come under temporary commitments. The jailer stated that between 12 and 15 prisoners are employed daily doing janitor work in the jail, the court house and in assisting in the kitchen.

Further improvements in accordance with our recommendations were made as follows: All prisoners are compelled to take a bath once a week. No bedding is kept in unoccupied cells.

The present location of the jail is undesirable. It should be located outside the city of Poughkeepsie, in order to provide more satisfactory quarters, particularly for juveniles, and also means for the outdoor exercises of prisoners and their employment.

ERIE COUNTY JAIL, BUFFALO

The sheriff is Edward Stengel.

The new wing was opened on May 24th. This improvement has finally come after about two years of delays. It represents a new type of jail structure, providing separate rooms and ample privacy.

The wing runs north and south. There are six separate floors. On the east side there are 15 cells on each floor, and on the west side 17 cells on each floor. In the corridor at the top of the stairway on each floor there are two cells on the west side and two cells on the east side, thus making a total of 19 cells on the west side of each floor and 17 on the east. The cells are built against the outside walls and have windows opening on to the street. The window-panes are partly transparent and partly translucent. The small upper transom is of transparent glass and enables the occupants of the cells to look out into the street. The fronts of the cells open on to the corridor. On the other side of each corridor is a partition built half of steel and half of translucent glass, with transom sections. This partition surrounds the central "pit" which is open from the floor to the skylight on the roof. This central "pit" extends the full length of the old wing.

There is one guard stationed on each floor of the new wing. Minors are now segregated on both sides of the lower floor, which is designated as "Gallery F." They were first kept on one of the upper galleries, but because of their unsatisfactory conduct it was necessary to bring them to the lower floor where they could be closely supervised.

At the time of the inspection, June 4th, there was much evidence of window-breaking in all parts of the wing, particularly in sash of the windows of cells facing the street. This condition is attributable to a desire of the prisoners to damage the jail equipment; to communicate with persons on the street; and also to poor workmanship. Some of the window-panes in the cell doors were broken.

The cement floors have a rough finish and always have a light layer of sand on the surface, giving an unclean appearance. It was shown by a keeper that some of the cell doors could easily be opened with a spoon when the control lever is on the center point.

On Gallery C, cell No. 18, the seat was pulled out from the wall, breaking much of the plaster and exposing the brick. The locking device was not working in cell No. 34 on the same gallery.

An elaborate arrangement for outdoor exercise has been provided on the roof, but as yet has not been used.

One of the serious difficulties of the new cell arrangement is the apparent inability of the staff of keepers to prevent the prisoners from calling out from windows to people on the street.

Through neglect or stupidity a padded cell was not provided. Many of the toilet bowls, the wash basins and slop sinks throughout the jail were unclean and stained. Galleries A and B were not

occupied. These are the two upper ones. In Gallery D the cleanliness and order were fair. Gallery C presented a cleaner appearance than all the others. The cleanliness of Gallery E was fair. On Gallery F, west side, the floor was scattered with bread; the beds were not made up and there was a general uncleanness and untidiness.

The undesirable practice of serving food to prisoners in their cells has been discontinued and instead all prisoners are now served their meals in the "pit" section. At the time of the June inspection the prisoners complained about the food, particularly the variety and quantity received at breakfast and at supper. Supper was served when this inspection was made, and the bread appeared to be satisfactory. The tea was weak. It was evident that the trustees receive a liberal supply of food. They should be rewarded in this way, but there was evidence of extreme liberality.

Newspapers are allowed to prisoners at cost price. The men complained of not being able to get their money after they deposit it in the office. They also complained that they could not buy food. It was stated by the clerk of the jail that money could be drawn to an amount not exceeding \$1 at any time. It was found that the prisoner is not given a receipt for his money or property which he leaves with the clerk at the time of his admission. For the safety of the officials and the prisoners, a duplicate receipt system should be installed, indicating the property received and amounts withdrawn.

It was stated that the privilege of bringing food into the jail has been denied for the last six months, because of the frequent attempts to smuggle narcotics and other contraband to prisoners.

There was much confusion and disturbance in the jail at the time of the June inspection. This was due perhaps to the following reasons:

1. The type of jail is new to the keepers and to the prisoners. Because the jail was only open a few weeks prior to the time of inspection, neither prisoners nor keepers had had time to adjust themselves.

2. The jail staff, from the jailer down, is dissatisfied with the new type of jail.

3. The keepers are apparently unable to exercise discipline over the prisoners. Some of the keepers lack snap and courage.

The above is not intended to be an unjust criticism of conditions in the new wing. It is simply a frank statement of findings at the time of inspection, June 4, 1917. It is felt that with a better spirit on

the part of the staff, much improvement could be had. Likewise, if the outside cell plan had been carried out with a better and more sensible interior construction, different results might have been obtained and the whole plan of outside cell construction given a better start in this State.

ESSEX COUNTY JAIL, ELIZABETHTOWN

The sheriff is Charles L. Poole.

There was a satisfactory condition of cleanliness and order throughout the jail.

No better facilities have been provided for the female prisoners. Recommendations to this end have been made by Grand Juries of the county, by the Prison Commission and the Prison Association.

There is still need for additional sessions of the Grand Jury. Prisoners awaiting the action of the Grand Jury should be allowed exercise in the jail yard.

The sheriff and all those who have cooperated with him are to be commended for the successful work done at the farm. As stated in a previous report, the farm is the largest jail farm in the State, consisting of 257 acres, about 87 acres of which is used for farming. The remainder is timber and quarry land, giving unlimited opportunity for employment.

The good results obtained, for which the zeal of an energetic and interested sheriff is in no small way responsible, furnish a splendid criterion for other counties in the State.

The following items taken from the sheriff's report to the County Board of Supervisors for the period beginning November 1, 1916, and ending December 1, 1917, are of interest:

Value of farm products now on hand.....	\$2,522 68
Farm products sold to the jail.....	935 25
Amount of farm products sold to outsiders.....	1,160 76
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Total receipts	\$4,618 69
Total disbursements (salaries of farm manager and guard, material for construction, tools, etc.).....	2,953 87
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Net profits.....	\$1,664 82
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The county still continues to keep all of its prisoners in the county jail instead of going to the expense of sending them to the Albany County Penitentiary, thus saving the cost of transporting them to

the Albany County Penitentiary. It is estimated by the sheriff that the amount for this year, if the old system were in vogue, would approximate \$1,500.

FRANKLIN COUNTY JAIL, MALONE

The sheriff is F. S. Steenberge.

A satisfactory condition of order and cleanliness prevailed. Ten men were working on the jail farm on the day of inspection. No highway work has been done this year. Two men were working on the poorhouse farm about a mile and a half from the jail.

The jail accommodations are inadequate for the usually large number of prisoners. It is too frequently necessary to place prisoners two in a cell. As recommended in previous reports, the jail should be enlarged. A jail yard should also be provided, and without any delay, a padded cell installed.

FULTON COUNTY JAIL, JOHNSTOWN

The sheriff is Fred Vickery.

At the time of the July, 1917, inspection, the population was unusually large. This was due to retaining prisoners at the jail instead of sending them to the Onondaga County Penitentiary. It was stated that last year at the same time there were about 30 prisoners from Fulton county at the penitentiary, while this year there were four. It is quite evident that the new sheriff is anxious that the prisoners shall be retained as much as possible in the county jail, so that they can be made to work for their own benefit and that of Fulton county. Prisoners are being employed at the county poorhouse, at road work, and on the city sewage disposal at Gloversville.

During the period between March 28th to May 4th, 10 different prisoners were employed for periods varying from 3 to 28 days each on the highways of Gloversville. The county allowed 50 cents a day for the labor of each prisoner, paid for their lunch and for their transportation to and from the jail. It was estimated that about \$65 over expenses was earned for the county in this experiment. These prisoners were used to do extra work, which could not be taken care of by the regular highway employees. It is said that an additional 50 acres of land adjoining the county poorhouse site will be purchased for the cultivation of vegetables.

GENESEE COUNTY JAIL, BATAVIA

The sheriff is Freeman Edgerton.

The recommendations made in our 1916 report were carried out as follows:

New mattresses have been provided. The cement toilet basins and toilet bowls are kept cleaner. It was evident that the new jailer is using more care than his predecessor in regard to cleanliness throughout the jail. In the basement a receiving cell has been provided, so that it is no longer necessary immediately to place new prisoners in the jail proper. Overalls and jumpers are now provided for prisoners after they have been made to bathe.

At the time of this inspection in May the farm work had not yet started, because there were not a sufficient number of prisoners. However, the success of the previous year has sufficiently encouraged the supervisors to continue the work when the population increases.

A padded cell is needed. There is also need for more frequent sessions of the Grand Jury.

GREENE COUNTY JAIL, CATSKILL

The sheriff is Charles A. Post.

This is a jail of modern structure and appears always to be kept in a perfect state of cleanliness.

Last year there were some complaints on the part of the prisoners in respect to food and the opening of the mail of prisoners by the sheriff. No complaints of any kind were received during the past year. Exemplary cleanliness obtained and the food was good.

This is one of the counties where the prisoners are fed on the per capita plan, the sheriff being entitled to \$2.80 per week for the sustenance of each prisoner. Legislation during the session of 1917 discontinues this system beginning with the expiration of office of the present sheriff.

HERKIMER COUNTY JAIL, HERKIMER

The sheriff is W. J. Moon.

The majority of the prisoners in the county committed for crimes other than that of felony are sent to the Onondaga County Penitentiary. This entails considerable expense for the transportation of

prisoners and guards, and also reduces the jail population so that there is an insufficient number of prisoners serving sentence to justify a jail farm. If more prisoners were kept in the county jail, work on the highways or on a county farm could undoubtedly be established to the advantage of the county. This has been proved in other counties of the State.

The jail was satisfactorily clean. The prisoners had no complaints to offer relative to their food and treatment. There is still need for the installation of a porcelain toilet bowl in each cell, in order entirely to eliminate the use of buckets.

The towns of Herkimer and Mohawk should have lockups of their own instead of using the county jail as such.

JEFFERSON COUNTY JAIL, WATERTOWN

The sheriff is Charles S. Hosmer.

The jail was clean and orderly except in the boiler room in the basement. This room was disorderly and extremely unclean. A large pile of ashes covered much of the floor, also loose paper, small berry boxes, tin cans and other rubbish. In addition to the uncleanness, the paper and boxes particularly presented a serious fire danger. It is probable that this rubbish was responsible to some degree for the many flies found in the kitchen adjacent to the boiler room.

In one room of the basement there was a ball and chain, but it was said that this is not used.

For some years there has been need of a new canvas cover around the shower bath in the basement. If a new cover cannot be provided, the torn and unclean one should be removed. It is useless and unsightly.

The meat in the refrigerator had a strong odor. The refrigerator was sufficiently cool, but possibly the beef had been on hand too long.

At the time of this inspection in July there were four prisoners working on the farm. It was stated that the daily average has been about six. Some days the number has been as high as twelve. The employment of a larger number of prisoners is urged.

Permanent arrangements should be made to prevent easy access from the second to the third floor. The keys to the female section should be in possession of the sheriff and matron only. The matron should supervise the locking up of female prisoners at night.

A fumigating apparatus should be installed in some part of the basement so that the clothing of incoming prisoners can be properly handled.

In our previous report it was recommended that heavy wire screens should be placed on the windows in the basement of the jail. Screens of light wire have been placed on the windows and apparently answer the purpose. Attention should be given to the need of exercise for inmates, particularly those awaiting the action of the Grand Jury.

KINGS COUNTY JAIL (FOR CIVIL PRISONERS), BROOKLYN

The sheriff is Edward Reigelmann. Warden James J. Sexton in charge.

This is one of the three prisons in Greater New York devoted exclusively to civil prisoners. This prison serves for Kings county, which is coterminus with the Borough of Brooklyn. Its average population is about 10, which is less than the New York (Ludlow Street) and very much more than Queens county census. The administration and general treatment have been found satisfactory, but recommendations were found necessary in respect to the painting of the interior and in respect to the supply of fly screens for the windows. The most necessary improvement for this institution is that of obtaining access for the civil prisoners to the jail yard of the City Prison, Brooklyn, for the purpose of affording civil prisoners outdoor exercise.

The Prison Association has endeavored for two years to arrange with the proper authorities for this improvement, and have been considerably helped during the past year by the criminal courts committee of the Brooklyn Bureau of Charities. Up to the summer of 1917 no visible success could be reported.

LEWIS COUNTY JAIL, LOWVILLE

The sheriff is G. O. Jeffers.

The jail was clean and orderly. The prisoners were satisfied with their food and treatment. The conditions were about the same as mentioned in our report for 1916.

A new jail is needed and one should be built outside of the town on sufficient acreage so that a fairly large farm can be maintained.

LIVINGSTON COUNTY JAIL, GENESEO

The sheriff is Patrick O'Leary.

The jail was satisfactorily clean. The prisoners had no complaints to offer relative to their treatment or food. Clean sheets and pillow-cases were much in evidence.

The sheriff is heartily in favor of employing the inmates of the jail and does use them on the town highways when the population is of sufficient number.

MADISON COUNTY JAIL, WAMPSVILLE

The sheriff is J. G. Taylor.

There is no criticism of the order and cleanliness of this jail. The sheriff is to be commended for his efforts to employ jail prisoners. Satisfactory results are being obtained by farming a small piece of land near the jail.

MONROE COUNTY JAIL, ROCHESTER

The sheriff is Charles S. Owen.

The usual good order and cleanliness was found throughout the jail. Prisoners had no complaints to offer as to food and treatment. Minors and adults were separated in accordance with the law. The aluminum eating utensils mentioned in previous reports gave satisfactory service.

The installation of new toilets in the "pit" section continues slowly. Sheets and pillow-cases should be provided for the Grand Jury prisoners.

MONTGOMERY COUNTY JAIL, FONDA

The sheriff is E. E. Folmsbee.

The cleanliness and order at the time of this inspection were satisfactory and far superior to that found at the time of the previous inspection. The management had clearly taken cognizance of criticisms made at the time of the previous inspections. At the time of this inspection in July, there were only four prisoners and they were all employed in the jail.

In accordance with the recommendation in our previous report, the iron bar work on the east side of the first floor has been painted,

and also the toilet niches on both side of the first floor. The sheriff's wife has been appointed matron and now receives a salary.

There is still need of equipment to fumigate the unclean clothing of incoming prisoners. Nothing has been done to repair the floors of the various shower bath compartments. There is still need for an iron fence around the jail yard.

NASSAU COUNTY JAIL, MINEOLA

The sheriff is Phineas A. Seaman.

The Nassau county jail, while of modern type of construction, has been for some years inadequate to care for the number of prisoners committed. This has been partly due to the loose methods of the justices of the peace and partly to the inadequate facilities of the institution to begin with. Repeatedly during successive years the Prison Association has urged enlargement of the jail, and during the past year, through the efforts of the Prison Commission, plans were formulated for actual extension. The census is usually around 70.

The standards of cleanliness have fluctuated but on the whole have been fair.

Farm work has been carried on to an increasing extent by the cultivation of land opposite the jail belonging to a private corporation. This past year some five acres were so cultivated. There is a jail yard, but court prisoners are not allowed exercise, because, it is stated, there are not enough keepers for their supervision.

An active and consistent interest in this jail has been taken by the Society of Friends.

A somewhat higher general standard of administration is recommended for this institution in addition to the immediate extension and development of a labor program. Undoubtedly much relief will be obtained by a change in the methods practiced by the justices of the peace, and by structural extension.

NEW YORK COUNTY JAIL (LUDLOW STREET), FOR CIVIL PRISONERS ONLY

The sheriff is Alfred E. Smith.

There has been no change in the past year in the conditions or administration of this jail. It has been on the whole always well

kept and clean. The relation between officers and inmates has been friendly, especially because of the type of prisoners (civil and mostly alimony cases).

We have recommended for a number of years the wiring of the institution, the repainting of all parts, the installation of new beds, the repair of the ventilating system in the air shafts of the toilets, and the supply of sheets and pillow-cases.

Sheriff Smith has been more active than his predecessors in endeavoring to obtain these improvements, but has not thus far been successful. From time to time the conditions and minor details have been less satisfactory, for example in regard to vermin, but the administration has always been willing and cooperative.

NIAGARA COUNTY JAIL, LOCKPORT

The sheriff is William Shaw.

No improvements have been made in the physical plans of this jail. The present cells are inadequate in number, and their arrangement is unsatisfactory.

Men on the third floor of the cage section complained of an inadequate amount of food. It was explained by the sheriff that there was plenty of food available for these men, providing they were willing to work. He admitted that they were on reduced rations, having only one regular meal a day, and that for breakfast and supper they were given only bread and coffee. The sheriff stated that in order to be fair with the men who work, he must in some way punish the loafers.

The prisoners were being employed in the quarry at an average of about 17 daily. Three men were working on the old county poor-house farm and two in the county courthouse. It has been suggested that the jail labor be utilized in the building of a new tuberculosis hospital.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail.

ONEIDA COUNTY JAIL, UTICA

The sheriff is Herbert L. Sweet.

Because of the renovation going on in the jail, most of the prisoners at the time of this inspection in July were at the Rome jail. There were no female prisoners.

A temporary jail office has been built on the east side of the jail and a temporary kitchen on the south end.

On the lower west side, two shower baths have been installed. There are no new toilet facilities. This section is used for tramps, and in most instances the prisoners in this section were in need of a thorough cleaning. At least two shower baths should have been provided. Under all circumstances there is need for additional toilet facilities. One toilet for a section in which there have been as many as 70 prisoners is absolutely inadequate.

The lower floor, east side, reserved for Grand Jury prisoners, was used for prisoners serving sentence. Three showers had been installed. Likewise there is only one toilet in this section.

The upper east and west sides have two showers on each side, and again only one toilet for each section, so that buckets have to be used at night, if prisoners are to be locked in their cells.

Hot water is now only supplied once a week. There has been installed a natural draft ventilating system for the entire jail. This is an improvement over the old condition.

There was need of clean and additional bedding.

The removal of the wooden stairway is a timely and excellent improvement.

Above the new stairway there has been installed a large skylight. A room over the office, formerly used by the jailer, has been transformed into juvenile quarters. Another room on the same floor, and opposite the room to be used for juveniles, has been reserved for trustees.

The matron's room on the third floor now has an entrance which leads directly into the female quarters. Five rooms for females will be available.

Although many of the above changes are commendable, the present renovation of the jail is merely patch-work. On the whole it is a question whether the expenditures for this is worth while. It is almost impossible to make an old jail compare favorably with most of the jails throughout the State and to meet the needs of the county. As stated in previous reports, Oneida county needs one large modern type of jail, preferably located midway between Rome and Utica.

ONEIDA COUNTY JAIL, ROME

The sheriff is Herbert L. Sweet.

The jail at the time of inspection in June was undergoing renovation very similar to that mentioned in the report for Utica. Unfor-

tunately the work was consuming much time, perhaps unnecessarily so.

The recently acquired county jail farm of 235 acres is situated about three and a half miles from the jail and is adjacent to the county poorhouse site. The prisoners are housed in an old wooden building. At the time of inspection there were 11 men on the farm. During the summer the average number was about 18. There was only one officer in charge of the prisoners during the day and night. This is too much responsibility for one man. At night the prisoners are locked in the house, and in the event of fire, the only means they have of communicating with the keeper would be by ringing a bell.

It is planned to erect a dormitory building on the farm.

ONONDAGA COUNTY JAIL (BRANCH), SYRACUSE

The sheriff is John P. Schlosser.

At the time of the inspection good order and cleanliness prevailed. There is still need for more adequate bathing facilities.

The prisoners had no complaint to offer relative to their food and treatment.

ONTARIO COUNTY JAIL, CANANDAIGUA

The sheriff is Elmer Lucas.

The jail was much cleaner and its equipment in better order than has been found on previous occasions.

All the men serving sentence were at work, most of them in the stone yard, and others in the kitchen. It is stated that broken stone is now more easily disposed of because of the contract between the county and the town of Canandaigua. The sheriff is anxious for a jail farm. In the summer of 1916 prisoners worked satisfactorily on the poorhouse farm. There were as many as 12 men working there at a time. The average daily number was about five. This was for a period from June until December. It was gratifying to learn that the county officials are gradually undertaking the employment of prisoners at farming, as has been urged in previous reports.

There is still need of apparatus to fumigate the clothing of incoming prisoners, also of additional laundry equipment, and a continuation of the iron stairway to the third floor.

ORANGE COUNTY JAIL, GOSHEN

The sheriff is Fred S. McDowell.

This is one of the best constructed and best conducted jails in the State. The main difficulty here has been the matter of employment. The census is generally considerable, and work very limited. Stone-breaking has been resorted to, on and off, but amounts to little. During the past year some farming was undertaken on a site about a half mile from the jail and from time to time concrete sidewalks are laid by the prisoners around the jail and other county buildings; but not yet has there been a complete or even promising solution of the labor problem.

The basement of the jail is in bad condition, the floor being all broken up. It is expected that some day conditions will be propitious for the installation there of a concrete floor and of a laundry and modern kitchen. These are serious needs of the jail.

The census is generally between 40 and 50.

ORANGE COUNTY JAIL, NEWBURGH

The under-sheriff, Henry Hallock, Jr., in charge.

This is also one of the well-constructed jails of the State, admitting satisfactory separation of the different groups.

Within the last year or two it has improved considerably in the matter of cleanliness and general standard of administration, as well as in respect to the quality and quantity of food served. These and other improvements were reported last year, including the installation of screens on the windows (except in the basement). As in the Goshen jail, so here, too, inmates are given uniforms to wear during their period of incarceration. About six acres of land have been under cultivation during the past summer, largely as part of the general movement for increased farming, generated by the war, and partly as a means to employ idle prisoners. This is a commendable step, especially in that it was followed out in both the jails of this county. Men working on the farm receive additional food rations. The six acres of land were rented for the season for some \$50 with an option for the following year. The jail has been used in the past year as a temporary city lockup pending the construction of a new police lockup ordered by the Prison Commission.

The kitchen of the jail is in the basement, not very desirably situated. It should be removed to the top floor. A laundry should also be installed there.

The census varies from 10 to 40 or 50 depending upon the approximate number of Grand Jury and court sessions.

ORLEANS COUNTY JAIL, ALBION

The sheriff is Isaac Swart.

There have been no important improvements in the physical plan of the jail. On the whole, the condition of cleanliness and order was satisfactory. The cleanliness and order on the first floor was superior to that on the second and third floors.

There is still need for a fireproof stairway. Receiving quarters in the basement are still lacking.

Idleness continues among sentenced prisoners; also the undesirable practice of sending sentenced prisoners to the Monroe County Penitentiary.

OSWEGO COUNTY JAIL, OSWEGO

The sheriff is W. L. Buck.

The location and plan of construction make this jail one of the best in the State. With possibly one or two exceptions, it is perhaps the cleanest and best managed.

Practically all the sentenced prisoners are employed on the farm directly across from the jail. At the time of inspection in June, it was stated by the farm superintendent that he held much hope for good returns from the farm.

The plan of using a part of the basement as a messhall was suggested to the sheriff.

OTSEGO COUNTY JAIL, COOPERSTOWN

The sheriff is O. J. Brown.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail.

There have been no changes in the physical structure of the jail. There is still need of a partition in the north corridor, second floor, to satisfactorily separate male minors and female prisoners. The need of a padded cell cannot be too strongly emphasized.

It is gratifying to report that the county authorities have taken cognizance of legislation fostered by the Prison Association to abolish the fee system. The incoming sheriff will be paid a definite salary and will submit bills for the food of prisoners to the county Board of Supervisors for approval and payment.

In our previous reports we have constantly urged the Board of Supervisors to eliminate the idleness in the jail. Work on the highways, county farms and on a jail farm has been suggested. They have taken notice of the undesirable idleness, and as a means of eliminating it and relieving the congestion in the jail, have established a system approximately equivalent to probation. In petty offenses and cases of intoxication, sentence is suspended, providing the guilty person is willing to go to work on a farm. If the prisoner declines to accept this proposal, he is then sentenced either to the jail or to the Albany County Penitentiary. The prisoner who accepts the offer made by the committing justice is practically a free man and is given an opportunity to earn a daily wage. At the time of this inspection in July, 12 men were working under such conditions. It was stated by the sheriff that the plan worked out better than anything that has yet been tried in the county. While there is no direct supervision over these men by the sheriff or other county officials, nevertheless in view of the fact that most of them are residents of the county, it is not difficult to learn as to their conduct.

PUTNAM COUNTY JAIL, CARMEL

The sheriff is Charles E. Nichols.

Several improvements were noted in this jail during the year. One was the installation of a mesh gate and door between the upper and lower floors of the jail as repeatedly recommended by the Prison Association.

The second floor of the jail has been kept cleaner because used less. There has never been a sufficiently high standard of cleanliness on the lower floor, especially in the matter of vermin. Painting is generally done once a year by an inmate, but occasionally when competent inmates are lacking, by outside labor.

Putnam county is one of the few that still maintains the system of feeding prisoners by the payment of a per capita sum to the sheriff. In this county it is \$3.50 per week. This system will be discontinued, in accordance with legislation of 1917, upon the expiration of the term of office of the present sheriff.

Some minor improvements are necessary, such as cementing of toilet seats; and some definite program is imperative for the employment of prisoners occasionally mounting as high as 30 in the winter.

QUEENS COUNTY JAIL, LONG ISLAND CITY, FOR CIVIL PRISONERS

The sheriff is Samuel J. Mitchell.

This jail has three male and two female employees, and a suite of some three or four rooms, which may be used for male prisoners only, there being no facilities for segregating females. The average population is less than one prisoner.

During the past year all the rooms were painted a bright and cheerful color in oil paint. The rooms were clean, the records good. Everything was satisfactory, but it seems a wanton expenditure of public money to maintain an institution requiring five employees for the maintenance of less than one prisoner on an average.

The Prison Association does not agree with the recommendation of the Prison Commission for the building of a new jail for this county. Instead, arrangements should be made with a neighboring county for the detention therein of such civil prisoners as may be detained from time to time in Queens county.

RENSSELAER COUNTY JAIL, TROY

The sheriff is William P. Powers.

The jail of this county is of modern structure and generally has a considerable population, ranging about the number 70.

There is some trouble occasionally with attempts to smuggle into the jail contraband articles, especially liquor. One particular window has had to be closely screened to prevent this.

This is one of the few jails in the State that has undertaken to feed its prisoners in a mess hall or dining-room. A large place in the basement connecting with the kitchen has been most satisfactorily arranged for this purpose. The general management of the jail is good, but the labor problem is unsolved. There is a large weaving room with some nine looms, which is idle most of the time, while the number of prisoners serving sentence is considerable.

One of the criticisms of this jail constantly made by this Association is that the administration has failed to utilize the jail yard for exercising court prisoners. It is possible to do so with full safety.

RICHMOND COUNTY JAIL, STATEN ISLAND

The sheriff is Spire Pitou, Jr.

This jail is well administered by Warden John F. Bennett. Although within the limits of the Greater City of New York, this institution has not been absorbed in the Department of Correction and still functions in all respects as any county jail in the State. Both civil and criminal prisoners are admitted. The employees are to a large extent controlled by the Board of Estimate and Apportionment of the City of New York. Several attempts have been made in successive years to transfer this jail into the Department of Correction and render it in all respects similar to other institutions of that Department. Thus far there has been no success in obtaining such legislation.

Formerly the warden lived in the house attached to the jail, but on the accession of the new sheriff, the latter occupied the house, so that on the whole the jailer's compensation amounts to less than heretofore. The warden's salary should be increased.

In respect to the jail it is again urged that a wall be erected around the jail yard so as to make it possible to give prisoners outdoor exercise.

The population usually is not very great, averaging around 30.

ROCKLAND COUNTY JAIL, NEW CITY

The sheriff is Hudson Hurd.

There are not sufficient facilities, and the arrangement of the interior of the jail is not fitted to classify properly the population usually confined in this prison, which averages about 30. Nothing short of the construction of a new jail or a generous extension of the present one will solve this difficulty.

During the past year the jail was repainted and made much more cheerful. The management as a whole has been very satisfactory, but sufficient support has not been forthcoming from the county authorities. Thus, for example, the installation of toilets in the cells has not been made possible, and some minor but necessary repairs have not been accomplished. During the past year considerable improvement has taken place in regard to the employment of prisoners. Some 40 acres have been rented by the sheriff at a nominal fee and during the open season some seven or eight prisoners were busy working this land. Workers receive additional food.

ST. LAWRENCE COUNTY JAIL, CANTON

The sheriff is H. M. Farmer.

The usual congestion of population prevailed. On July 31st, there were 53 prisoners in the jail, with only 28 cells and four rooms available. The four rooms are reserved for females and juveniles. There was only one juvenile and two females. Doubling up in the cells in this small jail is always necessary. The condition is seriously aggravated by the totally inadequate toilet accommodations.

A committee of the Board of Supervisors, appointed last year to investigate the need for enlarging the jail, was in favor of so doing. However, at the regular board meeting, the report was tabled. One of the reasons given was that construction during war time was too costly. In our previous reports we have continually urged the enlargement and renovation of the jail. In our 1916 report the possibilities of such improvement on the present site was pointed out.

To relieve congestion until the jail is enlarged some of the prisoners could be kept at the county poorhouse farm, about two and a half miles from the jail. Perhaps permanent accommodations could be made there for some of the short-term prisoners.

The labor activities continue to be satisfactory. The sheriff's report for the period beginning June 30, 1916, and ending June 30, 1917, was as follows:

The total number of days' work was.....	3,931
Number days' work on the stone pile.....	2,968
Number days' work on the jail farm.....	963

On July 31st, at the time of the inspection there were 17 men working on the jail farm and six on the county poorhouse farm. There were four men assigned to general work in the jail and barns.

The jail was fairly clean and tidy, perhaps as much so as could be expected with the congested condition. The bar work throughout has been painted white since the last inspection. Measurements have been taken to remove a section of the bar work on the Grand Jury side. This is in accordance with a recommendation in our 1916 report.

SARATOGA COUNTY JAIL, BALLSTON SPA

The sheriff is W. J. Dodge.

All parts of the jail with the exception of the first and second floors, east side, were satisfactorily clean. The lower floor, east side,

presents a difficult problem from the standpoint of cleanliness, and was perhaps as satisfactory as could be under the circumstances. This section is used as a tramp room and also as a town lockup. It is inadequately lighted and ventilated. There are insufficient cells.

In accordance with our previous recommendations, an attempt has been made to provide means for the admission of more light and air on the east side, lower floor. An additional window has been installed, and even with this there is still chance for much improvement.

To remove the fire danger pointed out in previous reports, a half door has been constructed between the second floor of the north wing and the second floor of the jail proper. Prisoners from this north wing can descend from the second floor of the jail proper to the first floor and gain exit through a doorway on the south end of the jail leading to the jailer's residence.

Overalls and jumpers are on hand, but are not used as jail uniforms.

It was gratifying to find that after much urging the county authorities have started to relieve the idleness among sentenced prisoners. About six acres of ground, located a half mile from the jail, have been rented. It was stated that an average of five or six men are employed daily, and that the vegetables cultivated by their labor will be used in the jail. It was stated that no guard is provided, but that the men are sent on their honor. Of course most of them are well-known to the jailer.

From June 30, 1916, to July 1, 1917, the average daily population was 42. The highest number in the jail was 78, and the lowest 27. Doubling-up in the cells is necessary practically all the time. When the population is as high as 78, it is not only necessary to double-up in the cells, but also to place mattresses in the corridors. There is a suspicion that too many men are sentenced to the jail. This is probably due to over-zealousness on the part of the constables and justices of the peace, who are compensated by fees.

SCHENECTADY COUNTY JAIL, SCHENECTADY

The sheriff is W. N. Cryne.

A highly satisfactory condition of cleanliness and order prevailed in all parts of the jail.

The men are supplied with socks, overalls and jumpers while in jail. When admitted, they are made to bathe thoroughly, and their

clothes are placed in the fumigator. It was noticed that after fumigating, the clothes are made into a bundle and placed on the shelf in the clothes closet. These clothes are returned to the prisoner at the time of his release without being pressed, and are therefore in a badly wrinkled condition. This is one way that a released man can be quickly detected. This unnecessary wrinkling of clothes could be overcome if they were placed on hangers instead of being tied into bundles.

The jail yard is not used regularly, but the new sheriff plans to use it more frequently than his predecessor. No messhall has as yet been provided.

Schenectady county still is one of the very few providing only two meals a day.

All mail to prisoners is first opened in the office. It was suggested that in order to conform with the postal regulations, a permit to open his mail be given to the sheriff by each prisoner.

A resolution has been passed by the Board of Supervisors authorizing the employment of prisoners on the highways. Unfortunately, it seems that this is as far as the matter will go.

SCHOHARIE COUNTY JAIL, SCHOHARIE

The sheriff is David Boynton.

The present jail is unique when compared with most of the other jails throughout the State. It is inadequate in size and does not provide for healthful living quarters and the proper handling of prisoners.

A decidedly superior condition of cleanliness and order prevailed throughout the entire jail, as compared with the uncleanness and disorder found at the time of the May 1916 inspection.

It is expected that the Board of Supervisors will comply with the provisions of recent legislation, and thereby eliminate the system of paying the sheriff a per capita weekly sum for the board of prisoners.

SCHUYLER COUNTY JAIL, WATKINS

The sheriff is D. F. Thompson.

There was a satisfactory condition of cleanliness and order. The old jail is still in use, although plans have been filed for its renovation and enlargement. As yet nothing has been done.

In accordance with recommendations made in our previous report a more definite arrangement has been made for the compensation of the sheriff's subordinates.

SENECA COUNTY JAIL, WATERLOO

The sheriff is James O'Connor.

It is evident that the sheriff is highly desirous of maintaining the new jail at the highest point of efficiency.

An assistant to the sheriff is needed. To conduct the new jail properly is by no means an easy task for any man. The sheriff is now bound by a twenty-four-hour-a-day routine in the jail. In addition, he is required to do much of the outside work, making it necessary at times for him to go miles from the jail and leave it in charge of his wife or perhaps a trusty. This is unsatisfactory and imposes an unfair burden upon the sheriff. Now that the county has provided a thoroughly equipped jail, it should go one step further and make reasonable provision for its enlargement.

STEUBEN COUNTY JAIL, BATH

The sheriff is Frank O. Gay.

An inspection of this jail was made the 1st of June. The sheriff was not present, and because of the many necessary criticisms the following letter was written to the sheriff:

"At the time of my previous visit in 1916 I was very much impressed with your willingness to receive suggestions and felt confident that you would exercise every effort to have the administration of your jail come up to the good standards set by many of the jails in the State. I realize that there are some things to be done which are not within your power. However, I am bringing to your attention the following, feeling that such can be remedied upon directions from you:

"1. The iron work in the pit section, particularly in the rear of the cells, was unclean. I demonstrated to Mr. Robinson how easy it was to scrape the layers of dirt from the bars and the cross pieces of iron.

"2. The floor of the shower bath section in the pit was strewn with wet paper. This, to be sure, is uncalled for.

"3. The floor of the corridor between the rear of the cells and the west wall was littered with paper, cigarette ends, burnt

matches and saliva. This was caused by prisoners standing on the pipes and window-sills in this section in order to get close to the windows. Probably some of it is due to prisoners throwing things and expectorating from the rear of the cells.

"4. In the corridor between the rear of the cells and the south wall, paper which had been swept up during the morning and other rubbish were carelessly thrown about.

"5. Not all the beds in the pit section were made up. It seems that the prisoners are not accustomed to making up their beds or tidying their cells each day. As I understand it, the two janitors for this section are not expected to take care of the individual cells.

"6. You will recall at the time of my previous inspection, I found that the matron who receives a salary from the county, was not faithfully executing her duties with respect to female prisoners. At the time of this visit, I found that a female prisoner who came into the jail on May 24th had not been received and searched by the matron, and had not as yet had a bath, although she had been in the jail for seven or eight days. I further learned that the undesirable practice of permitting male persons to serve food to the female prisoners which was criticised in my last report, still continues. It does seem to me that unless the matron is willing to do the work for which she is paid, arrangements should be made to obtain the services of a female who is willing to perform her duties as is expected. A matron is assigned to look after female prisoners because ordinary intelligence suggests that caring for women is a woman's job and not that of men, particularly prisoners. Furthermore, with a matron on the job who is doing her work satisfactorily there is little danger of baseless allegations to be made by women prisoners subsequent to their release.

"Under the existing conditions in your jail, if a woman were to make allegations, you would have to admit that there are times when male persons enter the female sections unaccompanied by a female. If I were on a jury or an investigating committee and such admissions were made, I would be inclined to give some credence to the testimony of the complaining party.

"7. The window-sills in the separate rooms on what is known as the third floor were covered with burnt matches and cigarette ends. This was also noticeable at the time of a previous inspec-

tion and it does seem to me that with a little care and supervision such uncleanness need not exist.

"8. The bath tubs in some rooms need to be cleaned. One prisoner, for instance, asked for some material which would enable him to remove the greasy sediment from the bath tub in his section so that he could take a bath.

"9. It is inadvisable to keep inflammable material such as barrels of oil in the wooden buildings adjacent to the jail. At the time of this inspection, there was a barrel of oil on the stairway of one of the buildings near the laundry.

"10. I was gratified to find that upon making a second visit to the pit section with Mr. Robinson, the corridors between the rear of the cells and the outside walls had been cleaned up. I was also pleased to note that when the noon-day meal was served, the matron was sent for and went to the female section when the food was served. This should always be done out of fairness to the women, taxpayers and the male members of the jail staff.

"The following changes are necessary, but I do not feel that they can be remedied alone by you:

"1. Provision should be made so that Grand Jury prisoners cannot converse with prisoners in the pit section. This was mentioned in previous reports and, as I understand it, a committee was appointed by the Board of Supervisors, but up to now nothing has been done.

"2. New mattresses are needed, particularly for the beds in the rooms on the third floor.

"3. Jail uniforms and a receiving section should be provided.

"4. Individual towels should be provided.

"5. The agateware cups and tin pans should be done away with and aluminum substituted.

"Instead of submitting a full report, I am sending this letter in the form of a preliminary one in hopes that you will remedy conditions so far as it is possible for you, and that at the time of an inspection some time in the near future I shall find things in a more satisfactory condition.

"The establishment of farm work for the prisoners is well worth while and should be heartily supported.

"E. R. CASS,

"Assistant Secretary."

The sheriff's reply to the above letter is herewith submitted:

"BATH, N. Y., June 22, 1918.

"E. R. Cass, Assistant Secretary, The Prison Association, New York:

"DEAR SIR.—Yours of the 20th inst. is just at hand, and contents are carefully noted.

"I regret that I was not at home at the time of your recent visit to our institution, as I am pleased to get expert information, or suggestion relating to our work.

"I am taking measures to correct the conditions of which you make criticisms relating to the litter and lack of cleanliness about the cells.

"We are starting in to give the entire section a thorough cleaning and painting where necessary, and will undertake to keep it in the future so that you will not have occasion to repeat the criticism.

"In regard to the work of the matron, I think that Mrs Robinson intends to do justice to her position in looking after the female prisoners, and I assure you that Mr. and Mrs. Robinson will not intentionally do anything that will subject us to criticism relating to the handling of the department. Mrs. Robinson's assistant, Mrs. Wheaton, has been quite sick, and possibly there were times when Mrs. Robinson could not personally attend to the carrying of the meals, but Mr. Robinson would go with one of the trustees and hand in the meals to them.

"The arrangement of our jail is unfortunate relating to the lack of departments where the Grand Jury prisoners and the female prisoners could be isolated from the other prisoners.

"We should have a department for the female prisoners entirely apart from, and accessible without entering the male department, but when these things will be brought about is more than I would venture to predict.

"I assure you that I am very ready to co-operate with you in any way that will tend to bring the Steuben county jail up to a higher standard among the similar institutions of the State, and trust that I will be at hand to meet you when you have occasion to come this way again.

"I assure you that I appreciate your courtesy in referring this matter back to me in the way that you have, and again

assure you of my earnest desire to have everything relating to our prison management as nearly correct as possible under the conditions in which we are working.

"Yours very truly,

"FRANK O. GAY,

"Sheriff Steuben Co., N. Y."

SUFFOLK COUNTY JAIL, RIVERHEAD

The sheriff is A. W. Biggs.

Cleanliness and order prevailed in all parts of the jail. The prisoners had no complaints to offer relative to their food and treatment.

The out-door exercise of Grand Jury prisoners and some of the sentenced prisoners is not made a regular part of the daily routine.

Sheets and pillow-cases are not provided. There is still need for the services of a paid matron.

SULLIVAN COUNTY JAIL, MONTICELLO

The sheriff is Elmer Winner.

The capacity of this jail has thus far been more than sufficient to care for the small number of prisoners usually held, averaging less than 10. It has therefore been possible to comply with the laws of classification and to keep the institution in proper sanitary condition. In all respects the jail has been satisfactory, except only that some of the walls in the corridors and the brick walls in the basement have been allowed to retain their rough surfaces instead of being painted over with smooth oil paint, the only sanitary method. There is an insufficient amount of attention given by the matron to such female prisoners as are occasionally detained. This has been practically the only administrative feature of the jail not fully satisfactory.

TIOGA COUNTY JAIL, OWEGO

The sheriff is G. S. Bixby.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail. It is evident that particular attention is given by the sheriff and his wife to this.

There were two men at work on the county poorhouse farm under the supervision of a guard. In accordance with a recommendation made in our previous report a record is now kept of the prisoners working daily on the poorhouse farm. However, no arrangement has yet been made for the transfer of funds to the sheriff's account or the supply of vegetables to the jail as a compensation for jail labor.

The per capita allowance for the board of prisoners is still continued. It is hoped that the county Board of Supervisors will at an earlier date than compelled to by law observe the provisions of legislation passed in 1917 abolishing the system of paying the sheriff a per capita allowance for food. Grand Jury prisoners get two meals a day and those serving sentence get three. Arrangements should be made to provide all prisoners with three meals a day, and extra rations should be given to those who work.

A matron should be employed. It is not fair to expect the sheriff's wife to serve as such without pay.

TOMPKINS COUNTY JAIL, ITHACA

The sheriff is Charles Mackey.

Conditions were about the same as reported in the inspection of May, 1916. It is evident that the sheriff is trying to conduct the jail satisfactorily.

Too many prisoners are still sent to the Onondaga County Penitentiary.

All Boards of Supervisors are urged to make a more liberal use of a resolution passed by them authorizing the employment of sentenced prisoners on the town highways.

ULSTER COUNTY JAIL, KINGSTON

The general conditions in this jail have been considerably better during the past year than for some years previously. The cleanliness and general administrative standards have been satisfactory. The officers of the jail appear willing to cooperate and in general to improve matters that merited criticism. They were particularly emphatic about the very bad condition of the toilet seats, which in some cases have been so thoroughly destroyed by rust that little

more than the bowl was in place. Other parts of the plumbing system are also bad, particularly the sewer pipe, which leaked and caused dampness and bad odor at the bottom of the utility corridor. The insulation of the electric wiring is bad in some places and there is danger of a short circuit and a possible fire panic. This, as well as a number of other jails, has been used partially as a military prison for short sentences and for detention before trial. Very few female prisoners have been detained during the year.

It is imperative that some action be taken by the county authorities to repair the toilets, as they constitute in their present state both a menace and a disgrace. The electric wiring should be overhauled and the plumbing put into better shape. The food could also be improved upon, particularly by supplying sugar and milk in the coffee and by obtaining a salaried chef instead of the temporary assignment of an inmate.

The records have not been kept up to date at all times. The key of the female prison fits also the approaches to the male prison, to the prison as a whole and to the basement. It has been often emphasized here and elsewhere that special precautions should be taken in the matter of having a separate key for the female department, separately kept, and accessible only to the matron and sheriff. It is important that this recommendation be followed out.

WARREN COUNTY JAIL, LAKE GEORGE

The sheriff is Charles H. Baker.

The usual satisfactory condition of cleanliness and order prevailed. The prisoners were satisfied with their food and the treatment accorded them by the sheriff.

WASHINGTON COUNTY JAIL, SALEM

The sheriff is Robert J. McClarty.

The general condition of this jail has been on the whole satisfactory, but there are some objectionable features. For example, the stairway connecting the lower with the upper floor is inflammable, quite a fire-trap. The concrete floors are showing signs of disintegration. The bottom of the utility corridor has not been kept in proper shape, and the system of sewage does not seem to be quite satisfactory. Meals are served only twice a day. Recommenda-

tions to give three meals have not thus far been followed out. Such food as is served seemed good, but there is no sugar or milk given with either coffee or cereal. The dumb-waiter passage is not properly secured against escape. Although recently no escapes have taken place through that egress, there were, some eight years ago, three such escapes.

During the past year some efforts have been made to employ the prisoners by working them on a private farm on shares with the county. This form of employment violates the provisions of the constitution. The arrangement should be changed.

This jail does not furnish sheets or pillow-cases to the prisoners. It is recommended that such equipment be supplied. A new system is being tried out in reference to "lodgers." The intention is, in the future, to take them before justices of the peace after allowing them to stay over night. The census of the jail seems to be between 20 and 25.

WAYNE COUNTY JAIL, LYONS

The sheriff is B. E. Valentine.

There is evidence that much care is used by the sheriff to keep the jail clean. Since the last inspection of 1916, an addition has been built on to the jail. This provides modern toilet facilities, a shower bath and wash sink on both the north and south sides. The addition is built on to what was formerly the jail yard. The two additional rooms are accessible from each side. There is another passageway in the wall which separates the north and south sides of the new addition. This improvement has been a long-standing need.

New cotton mattresses of regulation size have been provided for the beds, instead of straw ones. Sheets and pillow-cases are now also furnished.

A concrete stairway to the second tier of cells on each side of the jail has taken the place of the old wooden ones.

The sheriff was away at the time of this inspection, in July, as was the case at the time of the previous one in 1916. However, at this inspection the sheriff's wife was in possession of the keys of the jail, whereas at the time of the 1916 inspection she was not. The inadvisability of removing the keys entirely from the jail when the sheriff is absent was pointed out in the 1916 report.

While an entire new jail would be more pleasing, it was nevertheless gratifying to find that the county authorities have improved the

present jail. In previous reports we have urged that the jail be enlarged and equipped. Likewise that sheets and pillow-cases be provided.

WESTCHESTER COUNTY JAIL, PEEKSKILL

The sheriff is Ulrich Weisendanger. Mr. Travis in charge.

This jail is of very recent structure, opened in 1915. It is a combined city lockup and county jail. While under the general direction of the sheriff, it is administered independently by Mr. Travis on a per capita system. He is allowed 15 cents per meal, counting three meals per day for each prisoner. At this rate he is able to make it fairly profitable. The food served appeared good but rather insufficient when compared with standard quantities prescribed by institutional dietitians. The new law passed in 1917 will discontinue this per capita system with the expiration of the present incumbent of the sheriff's office.

The general conditions of cleanliness and order were good, but no sheets or pillow-cases are supplied.

WESTCHESTER COUNTY JAIL, WHITE PLAINS

Warden John H. Hill in charge.

This jail has always been probably the cleanest and best kept institution of its kind in the State. The hours of the employees have also been satisfactory, all of them being on eight-hour shifts. Two very important improvements have taken place during the year. One, the removal of all prisoners serving sentence to the new county penitentiary and the discontinuance of further commitments to the jail. This change leaves the institution as a house of detention only for court prisoners, witnesses and civil prisoners. It is such a change as this that should take place in all counties in the State and that has been advocated by this Association for many years.

The other improvement has been the revision and improvement of the dietary. The warden has consulted the dietary standards obtained from other institutions and has drawn up a table to suit conditions of his own institution. This change will probably obviate the recurrence of any complaints in regard to food, such as have occurred on one or two occasions in the past.

In every respect now this institution is fully abreast of the highest standards of institutional management for county jails, in so far as

the rather out-of-date construction of the jail permits. It is a gratification to be able to report such conditions for at least one jail.

WYOMING COUNTY JAIL, WARSAW

The sheriff is W. A. McRae.

It was gratifying to find the jail much cleaner than at the time of a previous inspection. Our recommendations made in a report subsequent to the inspection of June 29, 1916, were carried out to the following extent:

1. Improved cleanliness and order.
 2. The bar work has been painted.
 3. Toilet paper has been furnished.
 4. While the library books are still kept in the jail, the sheriff said that he would immediately have them removed to his office.
 5. Iron beds have not been provided.
 6. Stone wash tubs have been installed in the basement.
 7. The much criticised shed on the north side of the jail still remains. The county authorities should not continue to tolerate this nuisance.
 8. No work other than jail cleaning and janitor work in the county buildings has been provided. The sheriff has made some effort to cultivate a small garden adjacent to the jail.
-

YATES COUNTY JAIL, PENN YAN

The sheriff is Milon Ayers.

There is no doubt that the sheriff aims to keep his jail thoroughly clean.

In accordance with recommendation No. 5 of our 1916 report, a partition has been placed at the top of the stairway leading to the basement. This prevents draft, and prior to the repair of the sewer line, prevented the odor of foul gas coming into the sheriff's office.

There is still need for additional Grand Jury cases. A further need can be met by installing one iron partition in the corridor on the north end of the first floor and two iron partitions in the south end with a door on each. This would make it possible to keep the Grand Jury prisoners separate from prisoners serving sentence. It would further allow the sheriff to permit the trustworthy prisoners to use the outside corridor on each side of the cellblock without violating the provisions of section 92 of the County Law.

THE DEPARTMENT OF CORRECTION, NEW YORK CITY

The year 1917 brought further approach to the accomplishment of the plans nurtured by the administration for the development of a Department of Correction that would be based on scientific principles of penology and function in accordance with modern methods of administrative efficiency. While no new plans of any importance have been put forth, those under way were developed to a considerable extent. To give legal expression to the scheme of unification and functional distribution of institutions, a law was passed renaming several of them. The part of the penitentiary, hitherto used as the industrial building and intended for psychological and psychiatric laboratory when remodelled, has been named by chapter 628 of the Laws of 1917, the Clearing and Receiving Building; the branch workhouse on Riker's Island has become the Municipal Farm; the branch on Hart's Island has been named the Reformatory Prison, and the workhouse, or such parts of it as may be so designated by the Commissioner of Correction, is to be the Correction Hospital and Clearing House of the City of New York. These changes in nomenclature, together with powers already held by the Commissioner to transfer inmates from one institution to another, to designate certain institutions as part of other institutions and to detain persons sentenced to the workhouse or the reformatory, in the clearing house at the penitentiary for a period of observation, together make possible the organization of the Department as a real penological unit.

In the practical execution of the plan there have been a number of difficulties which thus far have not been successfully overcome, and there is some uncertainty as to whether the change of administration, which puts into office an entirely new set of executives, will tend toward further perfection of these carefully conceived plans. One of the difficulties is that the new psychiatric and psychological laboratory has not been installed, although appropriations were granted more than a year ago. This, one of the corner-stones of the new system has been lacking. In the course of the year also the psychiatrist appointed for the work accepted a commission in the National Army and no appropriations have been granted for that office for the year 1918. The systematic organization and the distribution of inmates from this clearing house at the penitentiary to the various other institutions by the practical application of the principles underlying the new system has not been developed,

although general plans for the purpose had been submitted by the Prison Association, and one of the executives of the Department had been entrusted with the working out of a detailed plan.

The system of distribution therefore of newly-received inmates has improved but little. There has been an increased emphasis upon classification, however, in the Penitentiary proper, where the boys, those ill with syphilis or other venereal diseases, those afflicted with tuberculosis, the perverts, and the group requiring special discipline, have been kept separated to a greater degree than heretofore. The organization and development of a center for the treatment and rehabilitation of drug addicts has also advanced to but a slight degree. As an integral part of the plan of their rehabilitation there was to be a hospital on Riker's Island, to be built partly by private moneys and partly by a fund appropriated for that purpose by the Board of Estimate and Apportionment. Various delays have caused the practical abandonment of the plan for such a hospital, so that the drug addicts continue to be an unsolved problem for the Department. Hart's Island continues to be the step-child of the Department of Correction. It has played no important role even in the unified plans. At New Hampton Farms construction has progressed considerably and it is expected that early in 1918 the first building will be ready for occupancy.

Institutional conditions in respect to cleanliness and sanitary matters have on the whole been better in the past year than before. Especially on Hart's Island, which has constantly presented most backward conditions, very gratifying improvements are to be recorded. Among these may be mentioned especially the better disposal of garbage, further work in the matter of filling in, progress in the construction of a new kitchen and messhall, the removal of the women, increased facilities for the male tubercular patients and general improvement of the grounds and of the basements or cellars of the buildings. It is useless to go into details as to the sanitary conditions of other institutions. The great faults have not been touched. No relief has been had in the bucket system at the penitentiary or workhouse; no toilet facilities have been installed in the penitentiary cellblocks; no change has taken place in the dormitory system at the workhouse, which has been so often described as the worst combination of the cell system and of the dormitory system, combining the disadvantages of both and possessing the virtues of neither.

The problem of labor has been better in some respects than in past years and worse in others. It has been better, because the

decrease in the population has made the problem less acute. It was thus possible between the institutional service, the strictly industrial activities of the penitentiary and Hart's Island, the land reclamation and construction work on Riker's Island and New Hampton Farms to employ the majority of the prisoners at a moderate rate. The population at the penitentiary was gradually decreased and the industrial work transferred from the penitentiary to Hart's Island. Much good work has been accomplished in the construction of dormitories and other buildings, in grading and improving of land on Riker's Island. Special credit is due for this to Warden Barr. Very gratifying improvements have also taken place at New Hampton farms to the credit of Superintendent Louis E. Lawes.

On the other hand the industries have suffered much for lack of material, for delays in the removal from Blackwell's to Hart's Island and for stagnancy in developing wider fields of activity.

Hart's Island and the penitentiary have suffered to a considerable extent because of the shifting of executives. There has been no permanency of wardenship at either, and the general discipline of the institutions has suffered accordingly.

In the city and district prisons there has been no change worthy of notice. Appropriations for improvements have been granted especially for the Jefferson Market Prison, but the purposes of the appropriations have not been consummated. Cots have been obtained during the past year for the elimination in some of the district prisons of the peculiarly vicious forms of doubling up by the use of a single narrow cot for two inmates. By the end of 1917 probably all such extra cots will have been installed.

The work of the Parole Commission has progressed fairly satisfactorily, and so far as the institutional facilities have permitted, its work was brought into unison with the work of the institutions. As was expected, the speed of improvement of institutional facilities has not kept pace with the development of parole methods. It has become clear, however, that the establishment of the parole work for the City of New York did constitute the greatest progressive step in the history of the Department.

It is also gratifying to be able to report an improvement in the matter of the supply of libraries in the institutions. The interest of individual members of the New York Public Library was continued and the Prison Association maintained its voluntary assistance. An appropriation of \$3,000 was granted by the trustees of the Commissary Committee to be expended on the purchase of library books. This amount was expended by a sub-committee including a mem-

ber of the staff of the Prison Association for the penitentiary, New Hampton Farms, female department of the workhouse, and Hart's and Riker's Islands. Through the courtesy of Mr. George B. Putnam the Commissary Committee was able to receive the unusual discount of 25 per cent on these purchases.

For details of matters referred to here and for physical description of the prisons of the Department and for specific recommendations for their improvement, reference should be made to the annual reports of this Association for preceding years.

TREASURER'S REPORT

SCHEDULE A

Statement of Assets and Liabilities at Date of September 30, 1917

ASSETS

Cash:

Mechanics & Metals National Bank,	
Special Fund	\$1,686 39
Union Trust Co.....	979 99
Bank of the Metropolis.....	922 49
Sundry debtors (cash items).....	285 27
New York Life Ins. & Trust Co....	240 50
Mechanics & Metals National Bank,	
General Fund	170 62
Petty cash	126 89
United States Trust Co.....	80 40

\$4,492 55

Sundry creditors (cash items)..... 145 00

Total cash \$4,347 55

Investments (at cost):

Endowment Funds:

General Fund	\$73,638 36
Dudley Jardine Fund.....	10,138 43
John Innes Kane Memorial Fund..	5,000 00
Mary H. Brush Trust Fund.....	3,000 00
Julia Billings Fund.....	2,500 00
Samuel M. Jackson Library Fund.	2,499 50
George L. Hall Fund.....	1,000 00

97,776 29

Real Estate (at cost):

House and lot, 135 East 15th street..... 22,500 00

Due from Reformatories:

New York State, Elmira.....	\$75 00
Napanoch	25 00

100 00

TREASURER'S REPORT

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Interest Accrued

Investments	\$1,456 34	
Bank balances	15 08	
	<hr/>	\$1,471 42

Prepaid Expense:

Insurance premiums		136 75
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Total assets	\$126,332 01	
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LIABILITIES

Expenses, due or accrued	\$720 86	
Special donations	1,418 19	
	<hr/>	\$2,139 05

*Capital:**Endowment Funds:*

General Fund	\$73,784 95
Dudley Jardine Fund	10,138 43
John Innes Kane Memorial Fund	5,000 00
Mary H. Brush Trust Fund	3,000 00
Julia Billings Fund	2,500 00
Samuel M. Jackson Library Fund	2,500 00
George L. Hall Fund	1,000 00
Assistant Secretaries' Fund	976 21
Reserve Fund	240 50

	<hr/>	\$99,140 09
Capital account	25,052 87	
	<hr/>	124,192 96

\$126,332 01

SCHEDULE B

Receipts and Expenditures for Year Ending September 30, 1917

RECEIPTS

Balance September 30, 1916:

United States Trust Co.	\$2,107 38
Union Trust Co.	1,005 30
New York Life Ins. & Trust Co.	965 50
Mechanics & Metals National Bank,	
General Fund	506 65

Mechanics & Metals National Bank,	
Special Fund	\$365 93
Sundry debtors (cash items).....	129 13
Petty cash	122 07
Bank of the Metropolis.....	70 23
	<hr/>
	\$5, 272 19
Sundry creditors (cash items).....	221 70
	<hr/>
	\$5, 050 49
<i>Donations:</i>	
General	\$18,370 77
Assistant Secretaries' Fund.....	5, 552 01
Employment Secretary's Fund.....	5, 009 00
General Relief	3, 407 50
Special Relief	1, 201 25
Endowment Fund	1, 000 00
Refunds	98 86
	<hr/>
	34, 639 39
<i>Investments:</i>	
Payment of ——— mortgage.....	\$10,000 00
Payment of ——— mortgage.....	2,250 00
Payment on account ——— mortgage	750 00
Payment on account ——— mortgage.	300 00
Cash adjustment of exchange of scrip of Kansas City, Fort Scott & Mem- phis Ry	35 44
	<hr/>
	13, 335 44
<i>Interest:</i>	
Investments	\$4, 519 82
Bank balances	63 91
	<hr/>
	4, 583 73
<i>Reformatories:</i>	
New York State, Elmira.....	\$900 00
Napanoch	300 00
	<hr/>
	1, 200 00
<i>Reserve Fund:</i>	
Transferred to Treasurer's Fund.....	725 00
	<hr/>
	<hr/>
	\$59, 534 05
	<hr/>
	<hr/>

TREASURER'S REPORT

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EXPENDITURES

Investments:

Purchase of bonds as follows:

\$11,000 United Kingdom bonds	
5½'s	\$10,543 75
2,000 Dominion of Canada 5's..	1,917 50
1,000 Baltimore & Ohio R. R. 5s.	1,013 73
1,000 Chic., Mil. & St. P. 4½'s..	957 50
1,000 N. Y. Central refg. 4½'s.	952 50
900 Anglo-French 5's	840 75
	<hr/>
	\$16,225 73

Special Donations for general relief of
food, lodgings, rentals, coal, clothing,
car and railroad fares, etc.....

\$1,217 18

Thanksgiving and Christmas relief....

591 44

Special appeals

170 58

1,979 20

Treasurer's Fund:

Transferred from Reserve Fund..... 725 00

Dudley Jardine Fund:

Disbursed to Peter Chouinard..... 70 00

Exchange on cheques..... 4 55

General Secretary — Bureau of Administration:

Service

\$11,659 29

Postage

978 72

Printing and stationery.....

873 89

Transportation, hotels and car fares..

600 29

Telegrams and telephone.....

450 16

Annual reports

440 66

Appropriation toward publication of

"The Delinquent"

379 63

Office supplies

201 06

Sundry payments

199 80

Newspapers and periodicals

90 04

Library

56 35

Furniture and fixtures.....

49 59

Photos and films (mainly half-tones

for appeals)

20 95

Prison Sunday

12 78

Conferences, memberships and organizations	\$12 50	
Express and cartage.....	4 21	
Publicity	4 00	
		<hr/>
		\$16,033 92
<i>Assistant Secretaries—Bureau of Investigation and Research:</i>		
Service	\$4,484 00	
Transportation, hotels and car fares.	1,166 62	
Sundries	30 59	
		<hr/>
		5,681 21
<i>Bureau of Relief:</i>		
Rent, board and lodgings.....	\$2,027 30	
Food	1,264 38	
Service	900 00	
Transportation, hotels and carfares..	98 61	
Sundries	33 00	
Clothing	27 88	
Moving and storage.....	16 00	
		<hr/>
		4,367 17
<i>Bureau of Employment:</i>		
Service	\$3,111 00	
Relief	634 70	
Postage	112 81	
Transportation, hotels and carfares..	63 24	
Sundries	51 02	
		<hr/>
		3,972 77
<i>Bureau of Probation:</i>		
Service	\$2,641 00	
Transportation, hotels and carfares..	94 20	
Sundries	85 63	
Relief	10 50	
		<hr/>
		2,831 33
<i>Bureau of Parole:</i>		
Service	\$1,684 96	
Transportation, hotels and carfares..	227 85	
Sundries	20	
		<hr/>
		1,913 01
<i>House:</i>		
Service	\$396 50	
Fuel	286 87	

TREASURER'S REPORT

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Repairs	\$248 48	
Insurance	161 25	
Supplies	132 31	
Light	129 00	
Taxes	28 20	
		<hr/>
		\$1,382 61

Balance, September 30, 1917:

Mechanics & Metals National Bank, Special Fund	\$1,686 39	
Union Trust Co.....	979 99	
Bank of the Metropolis.....	922 49	
Sundry debtors (cash items).....	285 27	
New York Life Ins. & Trust Co....	240 50	
Mechanics & Metals National Bank, General Fund	170 62	
Petty cash	126 89	
United States Trust Co.....	80 40	
		<hr/>
	\$4,492 55	
Sundry creditors (cash items).....	145 00	
		<hr/>
		4,347 55
		<hr/>
		\$59,534 05
		<hr/>

SCHEDULE C

Investments at Date of September 30, 1917

<i>Bonds:</i>	Interest rate %	Maturity	Valuation at cost
\$11,000 United Kingdom	5½	1921	\$10,543 75
10,000 Northern Pac.—land	3	2047	6,687 50
6,000 Balti. & Ohio—ref. & gen.	5	1995	6,082 48
6,000 N. Y. Cent.—refg.....	4½	2013	5,708 75
6,000 C., Mil. & St. P., ref. & gen.	4½	2014	5,682 50
5,000 Chic. & Northw.—gen...	4	1987	4,943 75
5,000 C., R. I. & Pac.—gen.....	4	1988	4,823 75
2,000 Dominion of Canada.....	5	1919	1,917 50
2,000 Peoria Water Works.....	4	1948	1,168 44
1,000 Oregon Short L.—1st mtg.	6	1922	1,081 33
1,000 St. Paul City Ry.....	5	1937	1,013 33
1,000 Tex Pac. R. R.—1st mtg..	5	2000	959 45
1,000 Minn., St. P. & S. S. M..	4	1938	947 50

	Interest rate %	Maturity	Valuation at cost
1,000 Oregon Short Line—refg.	4	1929	907 56
1,000 So. Pac.—C. P. Stk. Coll...	4	1949	840 89
900 Anglo-French	5	1920	840 75
500 Union Pacific—land	4	1947	487 50
350 St. L. & San F.—prior lien	4	1950	264 56
100 St. L. & San F.—adj. mtg.	6	1955	

Bonds and Mortgages:

———, 4½'s	15,000 00
———, 4½'s	10,250 00
———, 5's	4,500 00
———, 5's	3,250 00
———, 5's	2,500 00
———, 4½'s	2,000 00
———, 5's	2,000 00

Stocks:

10 shares Atchison, Topeka & Santa Fé, pref....	980 00
10 shares Atchison, Topeka & Santa Fé, common.	930 00
10 shares Union Pacific, pref.....	800 00
5 shares Union Pacific, common.....	595 00
1 share Baltimore & Ohio, pref.....	70 00

\$97,776 29

I certify that I have examined the books, accounts, and vouchers of the Prison Association of New York for the year ending September 30, 1917, and that the above statements are correct.

HENRY C. SCHENCK,

Auditor.

44 Cedar street, New York, N. Y.

CONTRIBUTORS.

LIFE PATRONS.

By Contributions of \$500 or More at One Time.

Barbey, Mrs. Henry I.	New York Foundation.
Brewster, Robert S.	Phipps, Henry.
Brown, M. Bayard.	Pyne, Percy R.
Clark, F. Ambrose.	Rockefeller, John D.
Dodge, Cleveland H.	Sage, Dean.
Gold, Cornelius B.	Schiff, Jacob H.
Harkness, E. S.	Schiff, Mortimer L.
Harrah, Charles J.	Scott, William H.
Holter, Mrs. E. O.	Stetson, Francis Lynde.
James, Arthur Curtiss.	Stewart, Lisenard.
Kane, Mrs. John Innes.	Tiffany, L. C.
Lewisohn, The Misses Alice & Irene.	Woerishoffer, Mrs. Anna.
McHarg, Henry K.	

HONORARY LIFE MEMBERS.

By Contributions of \$100 at One Time.

C. S. S.	Hall, Mrs. Bolton.
G. W. W.	Hall, E. Trowbridge.
A Friend.	Harkness, Mrs. Charles W.
Anonymous.	Harkness, Mrs. S. V.
Astor, Mrs. Ava Willing.	Harris, John F.
Auchincloss, C. C.	Hearn, James A. & Son.
Auchincloss, Mrs. C. C.	Hill, Frederick T.
Auchincloss, Mrs. E. S.	Howland, Mrs. Joseph.
Baker, George F.	Hurd, Richard M.
Bell, Mrs. Gordon Knox.	Hyde, Mrs. Clarence M.
Boettger, Henry W.	Jameson, E. C.
Bowen, Mrs. Harry S.	Jennings, Miss Annie B.
Brokaw, George T.	Johnson, Arthur G.
Brown, Alexander H.	Johnson, Gilbert H.
Brownell, Miss Matilda A.	Johnson, James W.
Bruce, Miss Sarah E.	Keteltas, Miss Alice.
Carnegie, Andrew.	Kunhardt, W. B.
Cary, Miss Kate.	Langdon, Woodbury G.
Chapman, Mrs. John J.	Lawrence, Mrs. Samuel.
Chisolm, B. Ogden.	Lehman, Mrs. H. H.
Chisolm, W. E.	Lewisohn, Adolph.
*Choate, Joseph H.	Livingston, Johnston.
Choate, Mrs. Joseph H.	Livingston, Miss Julia.
Clark, Edward Severin.	Lorillard, Pierre.
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Burns, A. L.	5 00	Catlin, C. F.	2 00
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Burr, Winthrop G. R.	10 00	Chalfin, Joseph G. R.	1 00
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Burrill, Middleton S. G. R.	5 00	Chambers, Robert A. G. R.	10 00
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Cahn, Sol G. R.	2 00	Child, Miss Ruth A.	3 00
Calvary Church (Relief Society)	15 00	Childs, William H. G. R.	10 00
Cammann, Miss I. M. G. R.	5 00	Chipman's, Charles, Sons Co., Inc. G. R.	2 00
Campbell, C. G. S. R.	5 00	Chisholm, George E.	50 00
Campbell, Mrs. John. G. R.	2 00	Choate, Joseph H., Jr.	15 00
Campbell, Mrs. O. A. E. B.	10 00	Choate, Mrs. Joseph H.	100 00
Canda, Miss Angeline.	4 00	Christ Church, Hudson, N. Y.	4 71
Canda, Ferdinand E. G. R.	1 00	Christian Herald	5 00
Canfield, Miss Edith C.	5 00	Church of the Holy Trinity	3 00
Cannon, Mrs. Sylvanus T. E. B.	5 00	Church of the Messiah.	10 00
Cannon, Mrs. Sylvanus T.	3 00	Church, I. P. E. B.	5 00
Cantrell, Miss Annie L.	5 00	Church, I. P.	5 00
Carey, Henry T. G. R.	5 00	Churchill, Miss Lida A. G. R.	1 00
Carey, Samuel G. R.	5 00	Cilley, Edward H. G. R.	2 00
Carle, Robert W. G. R.	10 00	Clark, Eugene	10 00
Carlebach, Mrs. E. G. R.	2 00	Clark, Mrs. Henry O. G. R.	5 00
Carleton, I. Osgood. G. R.	3 00	Clark, Mrs. J. F. A. G. R.	15 00
Carleton, Miss Ida B.	10 00	Clark, J. William.	25 00
Carlisle, William T. G. R.	5 00	Clark, W. Irving.	10 00
Carmalt, William H. G. R.	3 00	Clark, Walter H. S. R.	1 00
Carnegie, Andrew	100 00	Clark, Mrs. William. G. R.	5 00
Carter, Ernest Trow.	5 00	Clark, William A. G. R.	10 00
Carter, Robert A.	10 00	Clark, Mrs. William B.	10 00
Carter, Samuel T.	10 00	Clarke, Mrs. A. F.	3 00
Cary, Mrs. Hamilton W. G. R.	5 00	Clarke, Mrs. A. S. S. R.	10 00
Cary, Miss Kate.	35 00	Clarke, Charles E. F. G. R.	5 00
		Clarke, E. Arthur Stanley.	10 00

Clarke, Mrs. E. Arthur Stanley	\$10 00	Connell, J. Harvey	\$10 00
Clarke, Miss Louise..... E. B.	2 00	Connoble, Mrs. John Lee... G. R.	5 00
Clarke, Miss Louise.....	2 00	Connolly, Mrs. Theodore...	1 00
Clarke, Miss Madge S..... E. B.	5 00	Conraw, Mrs. Mary E.....	2 00
Clarke, Miss Madge S.....	4 00	Contessa, Vito	1 00
Clarke, Miss Mary Dale... G. R.	10 00	Cook, Mrs. Charles T.....	10 00
Clarke, Roger H..... G. R.	5 00	Cook, Leopold A.....	1 00
Clarkson, Banyer	25 00	Cook, Miss Lillian G.....	1 00
Clarkson, Robert Livingston	5 00	Cooley, William F.....	1 00
Clausen, George U..... G. R.	5 00	Cooley, William F..... E. B.	2 00
Clausen, Mrs. G. U..... G. R.	5 00	Coolidge, Mrs. Sherman... E. B.	25 00
Cleary, William E..... G. R.	1 00	Coolidge, Mrs. Sherman...	25 00
Cleland, Mrs. T. J..... E. B.	10 00	Coombs, C. Whitney.....	5 00
Cleland, Mrs. T. J.....	10 00	Cooper, Charles, & Co... G. R.	5 00
Clements, Mrs. George H..	5 00	Cooper, J. Fenimore, Mrs..	100 00
Clements, Mrs. George H.. E. B.	5 00	Cooper & Forman.....	1 00
Clifford, A.	1 00	Copeland, Charles C..... G. R.	5 00
Clift & Goodrich..... G. R.	5 00	Copp, Mrs. William A....	10 00
Close, Mrs. E. B..... G. R.	10 00	Cordier, Mrs. A. J..... G. R.	5 00
Clothier, William Jackson. G. R.	10 00	Cornell, Charles E.....	1 00
*Clucas, R. W.....	2 50	Cornell, Edward	5 00
Clyde, George W.....	10 00	Cornell, Robert C..... E. B.	10 00
Clyde, William P.....	100 00	Cornell, Robert C.....	5 00
Coan, Titus M..... G. R.	1 00	Cornell, Mrs. Robert C....	5 00
Cochrane, Mrs. A..... G. R.	5 00	Cortelyou, Mrs. Carrie D.. G. R.	3 00
Cockcroft, Miss Mary T...	10 00	Cortisoz, Jacob	1 00
Cockey, Edward T..... G. R.	1 00	Cory, Robert H.....	10 00
Codman, Mrs. Ogden..... E. B.	5 00	Coster, Mrs. Charles H....	10 00
Codman, Mrs. Ogden.....	5 00	Coster, Mrs. Edward L... G. R.	5 00
Coe, Mrs. George V..... G. R.	10 00	Courtney, F.	5 00
Coffin, C. A.....	25 00	Cowl, Clarkson	G. R. 10 00
Cohen, Heyman, & Son.... G. R.	2 00	Cowles, Russel A..... G. R.	5 00
Cohen, William W..... G. R.	5 00	Cox, James	G. R. 3 00
Cohn, Mrs. Alfred E..... G. R.	5 00	Crain, Misses Christobelle and Davida	5 00
Cohn, Mrs. H. S.....	10 00	Cram, R. A..... G. R.	5 00
Cohn, Louis	G. R. 1 00	Crampton, Edwin H.....	15 00
Coit, John T..... G. R.	5 00	Crane, Charles W.....	1 00
Cokefair, Isaac W.....	10 00	Crane & MacMahon, Inc.. G. R.	3 00
Colbron, Mrs. W. T..... G. R.	3 00	Crary, Mrs. James Howell	5 00
Coles, J. Ackerman.....	1 00	Cravath, Mrs. Erastus M..	2 00
Coley, William B.....	5 00	Creamer, W. G.....	2 00
Colgate, William	100 00	Creutzborg, Mrs. Mary F..	5 00
Collier, Mrs. R. J..... G. R.	5 00	Crocker, Frank L.....	10 00
Collins, Herbert S..... G. R.	25 00	Crocker, Mrs. George A.. G. R.	10 00
Colman, Samuel	8 00	Crocker, Mrs. George A..	5 00
Colt, Harris D..... E. B.	10 00	Crocker, William T..... S. R.	5 00
Colt, Mrs. Richard C..... S. R.	25 00	Crofoot, Mrs. L. F.....	10 00
Colt, Miss Sarah B..... G. R.	2 00	Croll, Miss Pauline..... E. B.	1 00
Comly, Miss Ellen..... G. R.	5 00	Croll, Miss Pauline.....	1 00
Comstock, James C..... E. B.	2 00	Cromwell, Fred M..... G. R.	5 00
Comstock, James C.....	2 00	Crosby, Miss Mary R.....	5 00
Comstock, Philip	5 00	Cross, Miss Emily..... E. B.	10 00
Condit, Fillmore	5 00	Cross, John W.....	5 00
Cone Export & Commission Co.	10 00	Crowell, Mrs. Jeremiah...	10 00
Cone, John J.....	2 00	Cruger, Bertram de N....	5 00
Conger, Henry C.....	6 00	Crummey, Mrs. S. A..... G. R.	5 00
Conklin, Miss D. J..... E. B.	1 00	Culbert, Miss Anna M.... E. B.	5 00
Conklin, Miss D. J.....	2 00	Culbert, Miss Anna M....	5 00
		Cummings, Howard R.....	1 00
		Curry, Mrs. John P.....	3 00

* Deceased.

Curtis, Mrs. Charles B.....	\$10 00	de Coppet, Henry.....	G. R. \$10 00
Curtis, Mr. and Mrs. Eugene J.....	15 00	de Forest, Henry W.....	25 00
Curtis, F. K.....	E. B. 25 00	De Forest, Robert W.....	15 00
Curtis, F. K.....	G. R. 5 00	de Gersdorff, George B....	5 00
Curtis, Mrs. George William.....	10 00	De Graff, James W.....	G. R. 10 00
Curtis, H. Holbrook.....	5 00	de Groot, Miss Emma P....	3 00
Curtis, Mrs. H. Holbrook..	10 00	Delafield, Mrs. John R....	G. R. 5 00
Curtis, William Edmond...	5 00	* Delafield, Maturin L....	25 00
Curtiss, Mrs. Julian W....	G. R. 5 00	Deland, Miss Margaret....	3 00
Cutting, R. Bayard.....	10 00	Delaney, J. M., & Co.....	5 00
Cutting, Mrs. M. Bayard..	G. R. 25 00	Delano, William A.....	20 00
Cuyler, Miss Eleanor de Graff.....	10 00	de Navarro, Alfonso.....	G. R. 5 00
D			
Dall, Mrs. C. W.....	G. R. 5 00	Dennis, Mrs. Charles.....	G. R. 2 00
Dall, Horace Holley.....	G. R. 5 00	Dennis, Frederic S.....	G. R. 2 00
Dalton, Mrs. William.....	2 00	Denny, Miss A. L.....	50 00
Damon, Mrs. Alma C.....	E. B. 5 00	Denny, Miss Anna E.....	E. B. 10 00
Damrosch, Mrs. Walter...	G. R. 5 00	Denny, Miss Anna E.....	10 00
Dana, Miss C. A.....	G. R. 10 00	Depew, Frank.....	E. B. 5 00
Danforth, Mrs. Francis J..	G. R. 5 00	Depew, Frank.....	5 00
Danforth, Mrs. George H..	25 00	de Peyster, Miss Augusta,	25 00
Daniels, William L.....	E. B. 2 00	2nd.....	2 00
Daniels, William L.....	2 00	De Sola Bros. & Pardo...	2 00
Dards, Charles A.....	S. R. 2 00	De Waltoff, Dr. Dora A... G. R.	5 00
Darlington, Mrs. Harry, Jr.	25 00	Dexter Folder Co., The... G. R.	5 00
Darrach, Mrs. E. R.....	5 00	Dick, Evans R.....	G. R. 5 00
Darrell, Mrs. Edward F... S. R.	10 00	Dickey, Mrs. Charles D... S. R.	20 00
Davenport, Julius B.....	5 00	Dickson, James B.....	10 00
Davenport, Julius B.....	E. B. 5 00	Dillingham, Frank A.....	G. R. 5 00
Davenport, S. E.....	G. R. 1 00	Dillingham, Shepard.....	3 00
Davey, Mrs. John E.....	E. B. 5 00	Dinsmore, Mrs. William B.	30 00
Davey, Mrs. John E.....	5 00	Ditson, Mrs. C. H.....	5 00
Davidge, Miss D. L.....	G. R. 2 00	Dittman, Samuel E.....	1 00
Davidge, William H.....	5 00	Dixon, Mrs. Thomas.....	G. R. 1 00
Davidson, Maurice P.....	G. R. 5 00	Dodd, Lee W.....	5 00
Davies, Mrs. Dora A.....	S. R. 10 00	Dodge, Mrs. Arthur M....	10 00
Davies, Mrs. J. Clarence...	5 00	Dodge, Charles Wright... G. R.	3 00
Davis, Fred J.....	G. R. 5 00	Dodge, Mrs. Cleveland H..	150 00
Davis, Joseph E.....	10 00	Dodge, Cleveland H.....	A. S. 500 00
Davis, Mrs. Joseph E.....	10 00	Dodge, D. Stuart.....	25 00
* Davis, Joseph P.....	25 00	Dodge, Mrs. M. W.....	5 00
Davison, Miss Ella H.....	40 00	Dodge, Mrs. Marcellus H..	G. R. 10 00
Day, Harry V.....	E. B. 5 00	Dodson, Mrs. Robert B....	10 00
Day, Harry V.....	5 00	Doe, John.....	G. R. 5 00
Day, Sherman V.....	10 00	D'Oench, Mrs. Albert F... G. R.	5 00
Dayton, Ralph E.....	3 00	Doerr, Carl F.....	1 00
de Agüero, Miss E.....	G. R. 2 00	Dominick, M. W.....	20 00
Dearborn, David B.....	G. R. 5 00	Dommerich, Mrs. A. L....	G. R. 10 00
Deas, Mrs. Helen L.....	E. B. 10 00	Dommerich, Mrs. L. W....	G. R. 5 00
Deas, Mrs. Helen L.....	2 00	Dommick, George F.....	5 00
de Bary, Adolphe.....	G. R. 10 00	Donald, Miss Linda A.....	5 00
De Baer, David H.....	10 00	Donaldson, Mrs. F. E.....	E. B. 5 00
de Champlin, Madame A..	10 00	Donaldson, Mrs. F. E.....	5 00
Decker, Casper G.....	E. B. 10 00	Donohue, Philip F.....	G. R. 10 00
Decker, Casper G.....	10 00	Doolittle, Judson A.....	2 00
Decker, Charles A.....	10 00	Doolittle, O. S.....	5 00
de Conill, Mrs. Emilia H..	5 00	Dorr, John V. N.....	G. R. 10 00
		Dotter, Charles T.....	5 00
		Doudge, Mrs. James R....	G. R. 5 00
		Dougherty, Horace N....	G. R. 10 00
		Doughty, Mrs. William H..	25 00

* Deceased.

Douglas, Mrs. Dorothy Wolff	\$10 00	Eiseman, Mrs. Samuel.....	\$2 00
Douglas, Mrs. George W..	10 00	Eisenberg, J. G. R.	1 50
Douglas, James	50 00	Eldert, Cornelius	5 00
Douglas, James	E. B. 25 00	Eldert, Cornelius	E. B. 5 00
Douglas, Mrs. James.....	75 00	Eldridge, Mrs. Frederick L.	G. R. 4 00
Douglas, Mrs. James.....	E. B. 25 00	El-Hilow & Bros.....	G. R. 5 00
Downes, S. B.	5 00	Elkan, B.	10 00
Downing, Mrs. August C..	G. R. 5 00	Elliman, Douglas L.....	5 00
Draper, Mrs. George A....	6 00	Ellis, William D.....	E. B. 5 00
Drew, Mrs. John.....	G. R. 5 00	Ellis, William D.....	10 00
Dryfoos, Mrs. O. E.....	S. R. 2 00	Ellsworth, J. Magee.....	E. B. 5 00
Dreyfus, Mrs. Ella.....	1 00	Ellsworth, J. Magee.....	10 00
Duane, Alexander	E. B. 5 00	Ellsworth, Mrs. J. Magee..	5 00
Duane, Richard B.....	G. R. 5 00	Elmer, Charles B.....	10 00
Duane, Mrs. William N...	2 00	Emery, Dean	5 00
Du Bois, Mrs. Arthur.....	10 00	Emery, William S.....	G. R. 5 00
Du Bois, Mrs. Elliott C...	15 00	Emmet, Devereaux	G. R. 5 00
Du Bois, Mrs. Eugene.....	15 00	Emmet, Henry C.....	10 00
Du Bois, Miss Katharine..	25 00	Emmet, Miss Lydia F.....	45 00
Duer, Miss M. Theodora...	10 00	Emmons, Arthur B.....	100 00
Dufft, Edward W.....	E. B. 5 00	Emmons, Miss Elizabeth	
Duggin, Mrs. Charles.....	10 00	W. G. R.	10 00
Dulles, Miss Dorothy W...	2 00	Erbsloh, Rudolph A.....	5 00
Dun, R. G., & Co.....	25 00	Erlanger, Milton S.....	10 00
Duncan, Mrs. James G....	20 00	Erlanger, Sidney C.....	10 00
Dunham, Dr. and Mrs. Carroll	10 00	Esberg, Henry M.....	5 00
Dunham, Dr. and Mrs. Carroll	E. B. 10 00	Evans, Hartman K.....	50 00
Dunlap, Mrs. R.....	G. R. 5 00	Evans, Mrs. Morgan D....	G. R. 2 00
Dunn, Clifford E.....	G. R. 5 00	Evans, Mrs. Robley D....	G. R. 1 00
Dunn, Henry E.....	5 00	Everett, Mrs. Henry W....	G. R. 5 00
Du Pont, Mrs. Henry F....	G. R. 5 00	Ewart, Richard H.....	10 00
Durand, Mrs. Frederic F..	E. B. 50 00		
Durand, Mrs. Frederic F..	50 00	F	
Duriron Castings Co., The.	1 00	Fagnani, Charles P.....	5 00
Duryee, Joseph R.....	G. R. 5 00	Fallows, Mrs. Edward H..	2 00
Duryee, Samuel S.....	G. R. 5 00	Faris, William D.....	2 00
Duval, Miss N. G.....	G. R. 10 00	Field, Benjamin P.....	G. R. 3 00
Duval, W. H.....	G. R. 1 00	Field, William B. Osgood..	10 00
Dwight, Mrs. M. E.....	10 00	Field, Mrs. William B. O..	5 00
Dwight, Mrs. Winthrop...	10 00	Field, Mrs. William D. C..	3 00
Dyer, Mrs. Richard Nott..	G. R. 5 00	Finch, Misses Marie Louise	
		and Charlotte T.....	5 00
		Fincke, Mrs. B. C.....	E. B. 3 00
		Fincke, Mrs. B. C.....	2 00
		Findley, Mrs. G. W.....	E. B. 1 00
		Findley, Mrs. G. W.....	2 00
		Fink, Martin D.....	10 00
		Firth, Mrs. John.....	E. B. 1 50
		Fischer, William H.....	G. R. 5 00
		Fish, Hamilton	25 00
		Fisher, Mrs. H. L.....	1 00
		Fisher, Miss Lizette A....	10 00
		Fisk, Miss Mary L.....	10 00
		Fisk, Pliny	10 00
		Fitch, Mrs. Henry W.....	5 00
		Flagg, Miss Harriett G....	2 00
		Flanagan, Miss Blanche P.	5 00
		Fletcher, Charles H.....	G. R. 5 00
		Flexner, Mrs. Simon.....	10 00
		Flinn, Alfred D.....	3 00
		Floyd, Miss Rosalie D....	1 00
		Floyd-Jones, Edward H...	25 00
Eagle, Clarence H.....	2 00		
Earl, Charles J.....	G. R. 2 00		
Eaton, Mrs. Wilfred E....	G. R. 10 00		
Edgell, Mrs. George S....	5 00		
Edgerton, Miss Gladys....	2 00		
Edison, Thomas A.....	5 00		
Edmonds, Mrs. John W...	10 00		
Edmonds, Mrs. M. E.....	G. R. 1 00		
Edwards, Rev. and Mrs. John H.	2 00		
Edwards & Rierdan Co....	E. B. 2 00		
Edwards & Rierdan Co....	4 00		
Ehret, George	25 00		
Eiden, Ferdinand R.....	G. R. 5 00		
Eidlitz, Robert James.....	20 00		
Eilers, Karl	S. R. 5 00		
Einstein, J., Inc.....	G. R. 5 00		

Guion, C. C.....	E. B.	\$2 00	Hay, Mrs. Clarence L.....	G. R.	\$5 00
Guion, C. C.....		2 00	Hayden, Mrs. Horace J.....		10 00
Guiterman, P. L.....		2 50	Haynes Automobile Co.....		5 00
Gurnee, A. C.....	E. B.	50 00	Haynes, Miss Caroline C..	G. R.	2 00
Gurnee, A. C.....		10 00	Haynes, W. de F.....		15 00
Gurnee, Mrs. W. S.....		5 00	* Hazard, Frank R.....		25 00
Gwynne, Arthur C.....		30 00	Hazard, Mrs. Frank R....		5 00
H					
Haas, Albert		5 00	Healy, A. Augustus.....		10 00
Hadden, Alexander M....		15 00	Hearn, James A., & Son..		50 00
Hadden, Mrs. Harold F....	S. R.	20 00	Hecht, Rudolf		5 00
Hadden, Mrs. John A.....	S. R.	65 00	Heckscher, Mrs. August...		10 00
Hage, John D.....		5 00	Heely, Augustus V.....		5 00
Hague, Miss Eleanor.....		10 00	Heide, Henry	S. R.	5 00
Haight, J. McVickar.....		7 00	Heide, Henry		10 00
Haight, Mrs. J. McVickar.	G. R.	3 00	Heidgerd, J. H.....		5 00
Haines, Charles D.....	S. R.	5 00	Heidgerd, D. & H.....		10 00
Haines, Mrs. Charles D...		5 00	Heilbronner, Louis		10 00
Hall, Mrs. David P.....		2 00	Heinsheimer, Alfred M....		50 00
Hall, E. Trowbridge.....	E. B.	400 00	Heintz, John C.....		10 00
Hall, Mrs. E. Trowbridge..		10 00	Heiser, Miss Rosalie M....		1 00
Hall, Frank Oliver.....		20 00	Heller, Ephraim	G. R.	1 00
Hall, Mrs. George L.....	G. R.	2 00	Heller, Miss Eugenie M....		5 00
Hall, Mrs. Henry B.....		5 00	Heller, Miss Eugenie M....	E. B.	2 00
Hall, Mrs. Valentine G....	G. R.	5 00	Hempstead, Henry N.....	S. R.	2 00
Hall, William L.....		15 00	Hencken, Hancke		10 00
Hallock, Miss Frances A..		2 00	Henderson, Miss Mary W..		5 00
Ham, James M.....		10 00	Hendricks, Mrs. Edgar....		5 00
Hamann, Mrs. William A..	G. R.	5 00	Hendricks, Henry S.....		5 00
Hamersley, Lewis Gordon.		50 00	Henriques, Mrs. C. A.....		10 00
Hamilton, James H.....	G. R.	1 00	Henry, Miss H. Maud.....	E. B.	10 00
Hamilton, Mrs. William			Henry, Mrs. Howard H....		5 00
Pierson	S. R.	29 00	Henry, William	E. B.	10 00
Hammerslough, Samuel ...		5 00	Hentz, Henry		10 00
Hammond, John Henry....		15 00	Hepburn, W. M.....	E. B.	3 00
Hammond, Mrs. John			Hepburn, W. M.....		6 00
Henry		50 00	Herbert, Frederick D.....	G. R.	5 00
Hampson, Theodore		1 00	Herrmann, Arnold		5 00
Hand, Eugene S.....		10 00	Herrmann, Milton C.....		5 00
Handschein, Miss Elise....		2 00	Herrmann, Morris	G. R.	5 00
Hardenbergh, Thomas E..		5 00	Herz, Mrs. F. W.....		5 00
Harkness, Edward S.....	A. S.	3,000 00	Herzog, Miss Carrie N....		3 00
Harkness, Miss Louise....	G. R.	10 00	Herzog, Miss Carrie N....	E. B.	2 00
Harkness, Mrs. S. V.....		100 00	Hess, Edwin H.....		5 00
Harmon, Mrs. Clifford B..	G. R.	15 00	Hess, Mrs. Walter W.....	G. R.	2 00
Harriman, Charles C.....		5 00	Hesse, Louis	E. B.	2 00
Harriman, Mrs. J. Arden..		5 00	Hesse, Louis		3 00
Harris, Mrs. William H....	S. R.	5 00	Hewlett, Mrs. James A....	G. R.	5 00
Harrison, Benjamin V.....		10 00	Heye, Carl T.....	G. R.	5 00
Hart, Hastings H.....	E. B.	2 00	Higbie, James S.....	E. B.	15 00
Hart, Hastings H.....		2 00	Higbie, James S.....		15 00
Hartford Machine Screw			Higgins, Charles M.....		15 00
Co.		1 00	Higgins, G. E.....		2 00
Haskell, Mrs. J. Amory....		3 00	Higgins, Mrs. James C....	S. R.	5 00
Hatfield, Mrs. Henry Reed.	G. R.	10 00	Hill, Mrs. James M.....	G. R.	10 00
Hatter's Fur Exchange....		5 00	Hinchman, Mrs. Joseph...		1 00
Hauge, Madame Louise C.	G. R.	5 00	Hinckley, Mrs. Samuel N..		50 00
Havemeyer, Mrs. Horace..	G. R.	10 00	Hirsh & Schofield, Inc....		5 00
Haven, George G.....	G. R.	25 00	Hitch, Mrs. Frederic De-		
Hawks, Miss Mary G.....		2 00	lano		35 00
			Hitchings, Hector M.....		10 00

* Deceased.

Hoag, Mrs. J. Edward.....	\$5 00	Huyck, Mrs. Francis..... E. B.	\$5 00
Hodgson, Edwin A.....	2 00	Huyck, Mrs. Francis.....	10 00
Hoe, Mrs. Richard March.	15 00	Hyde, Mrs. Clarence M...	25 00
Hoe, Mrs. Robert.....	10 00	Hyde, Edward G. R.	5 00
Hoffman, F. B..... E. B.	10 00	Hyde, Ralph M.....	10 00
Hoffman, F. B.....	10 00	Hyman, Mrs. D. M.....	25 00
Hoffman, Miss Mary U...	10 00	Hyman, D. W..... S. R.	2 00
Hoffman, Samuel V.....	10 00		
Hogan, Mrs. Jefferson.....	5 00	I	
Holbrook, Mrs. Edward... G. R.	5 00	Ide, Mrs. George Edward.	25 00
Holden, Mrs. E. B.....	10 00	Ijams, J. Horton.....	5 00
Holden, John E. B.	5 00	Jackson, Mrs. William H.. S. R.	5 00
Holding, Arthur F..... G. R.	10 00	Jackson, Mrs. William H..	20 00
Hollander, T. C..... G. R.	25 00	Jacob, Miss Eleanor V....	1 00
Holmes, Edwin T.....	15 00	James, Arthur Curtiss.... A. S.	500 00
Holmes Electric Protective		James, Walter B..... S. R.	10 00
Co.	10 00	Jameson, E. C.....	25 00
Holt, Miss Constance B... E. B.	10 00	Jameson, Mrs. James	
Holt, Miss Constance B...	20 00	Walker G. R.	5 00
Holt, Mrs. George C..... G. R.	10 00	Jay, DeLancey K.....	5 00
Holt, Henry E. B.	10 00	Jeandron, W. J.....	5 00
Holt, Mrs. L. Emmett.....	15 00	Jennings, Miss Annie Burr.	5 00
Holt, Philetus H.....	10 00	Jennings, Mrs. Oliver Gould	5 00
Holt, Robert S.....	25 00	Jennings, Percy Hall.....	25 00
Holter, Mrs. Edwin O....	50 00	Jermain, Miss M. C.....	30 00
Holter, Mrs. Edwin O.... E. B.	500 00	Johl, Herman E. B.	15 00
Hood, Miss Juliet K..... E. B.	25 00	Johnson, Bradish G.....	5 00
Hood, Miss Juliet K..... S. R.	50 00	Johnson, Gilbert H..... S. R.	10 00
Hoogland, John W.....	5 00	Johnson, Gilbert H.....	50 00
Hopf, Mrs. Louise A.....	3 00	Johnson, J. William.....	10 00
Hopkins, J. A. H.....	10 00	Johnson, James W.	25 00
Hornblower, Miller, Garrison & Potter.....	10 00	Johnson, Leeds E. B.	10 00
Horwitz, H. L.....	5 00	Johnson, Mrs. Norman... G. R.	5 00
Hosmer, Mrs. Edward		Johnstone, The Misses... E. B.	5 00
Sturges E. B.	10 00	Johnstone, The Misses... E. B.	5 00
Hovey, Mrs. Henry E.....	5 00	Jones, Miss Abbie E.....	10 00
Howard, Mrs. Ezra G. R.	5 00	Jones, Mrs. Anna M..... S. R.	1 00
Howe, Mrs. Frank H..... G. R.	1 00	Jones, Arthur Mason.....	5 00
Howells, William D..... G. R.	5 00	Jones, Charles W.....	10 00
Howland, Horace F.....	5 00	Jones, Mrs. DeWitt C.... G. R.	5 00
Hoyt, Miss Gertrude L....	10 00	Jones, Miss Helen S..... E. B.	5 00
Hoyt, Miss Gertrude L.... E. B.	15 00	Jones, Miss Helen S.....	5 00
Hoyt, John Sherman.....	25 00	Jones, Mr. & Mrs. Paul T..	4 00
Hoyt, Mrs. Louis T..... S. R.	5 00	Jones, Mr. & Mrs. Paul T. G. R.	2 00
Hubbell, Mrs. Charles B..	10 00	Jones, Mrs. S. Beach.....	10 00
Hubert, Conrad E. B.	10 00	Jones, W. Strother, Sr.... E. B.	10 00
Hubert, Mr. and Mrs.		Jones, W. Strother, Sr....	10 00
Philip A.	5 00	Joost, Martin E. B.	25 00
Hubert, Mr. and Mrs.		Joseph, Mrs. Laurens.... E. B.	1 00
Philip A. E. B.	5 00	Judkins & McCormick Co.	5 00
Hull, Mrs. Charles A.....	3 00	Judson, A. L..... G. R.	5 00
Hull, Mrs. Charles A..... E. B.	3 00	Judson, F. A..... G. R.	10 00
Hull, Mrs. George H., Jr..	3 00	Judson, Henry I..... E. B.	10 00
Hun, Marcus T..... E. B.	10 00	Judson, Henry I.....	10 00
Hun, Marcus T.....	10 00	Juhring, William L.....	5 00
Hunt, Arthur P.....	5 00	Julian, R. Lewis.....	5 00
Hunt, Thomas E. B.	25 00		
Hunt, Thomas E. B.	25 00		
Huntington, Mrs. C. R....	5 00		
Huntington, Mrs. Francis C.	5 00		
Hunton, M. D..... G. R.	5 00		
Hurd, Richard M.....	50 00		

K

Katzenbach, William H....	\$1 00	Landon, Mrs. Henry H....	\$10 00
Kaufmann, B.....	10 00	Lane, Miss Mabelle F.... G. R.	10 00
Kaysen, Julius	15 00	Lane, Wolcott G.....	25 00
Keller Printing Co.....	2 00	Langer, Alfred	5 00
Kellogg, Andrew J..... G. R.	1 00	Langhaar, H. L.....	5 00
Kellogg, Mrs. Frank L....	5 00	Langstadter, Aaron	1 00
Kellogg, Mrs. Frederic R..	5 00	Langstadter, Henry	1 00
Kellogg, Herbert S..... E. B.	5 00	Langton, John	50 00
Kellogg, Herbert S.....	5 00	Lanman & Kemp.....	5 00
Kelly, William J..... G. R.	10 00	Lasher & Lathrop.....	5 00
Kelsey, C. H.....	50 00	Lathers, Miss Agnes..... E. B.	5 00
Kemble, George I.....	5 00	Lathers, Miss Agnes.....	10 00
Kendall, The Misses.....	20 00	Law, B. W..... E. B.	5 00
Kennerly, Mrs. Seph..... E. B.	1 00	Law, B. W.....	3 00
Kernochan, Frederic	10 00	Lawrence, Miss Caroline T.	5 00
Kernochan, Mrs. J. F.... G. R.	5 00	Lawrence, Frank R.....	30 00
Kerr, Mrs. Louis S.....	10 00	Lawrence, Mrs. George.... G. R.	1 00
Kerr, Robert C.....	25 00	Lawrence, John B.....	20 00
Kerr, Thomas Bakewell....	5 00	Lawrence, Mrs. John B... G. R.	10 00
Kerr, Walter	20 00	Lawrence, John L..... G. R.	10 00
Keyes, Edward L.....	7 00	Lawrence, William V.... G. R.	10 00
Keyser, Samuel S.....	10 00	Lawton, Mrs. Richard M.. G. R.	5 00
Kidder, Mrs. A. M.....	30 00	Leaman, Walter E.....	2 00
Kimball, Mrs. Paul W....	5 00	Leavitt, William F. B.... E. B.	2 00
King, Mrs. David	5 00	Leavitt, William F. B....	5 00
King, Elliott H.....	3 00	Lederer, Emanuel	2 00
Kingsford, Irving B.... E. B.	25 00	Lee, Frederick G.....	2 00
Kingsford, Irving B....	25 00	Lee, Mrs. Frederick G....	3 00
Kingsland, Mrs. William		Lee, James P.....	5 00
M..... E. B.	5 00	Lee, John Lorton..... E. B.	3 00
Kingsland, Mrs. William		Leeb, Alfred	5 00
M.....	5 00	Leech, Mrs. John E.....	7 00
Kingsley, W. S.....	2 00	Lefferts, Mrs. Franklin B..	5 00
Kirk, John L..... G. R.	1 00	Lefferts, Frederick R....	25 00
Kirkham, Mrs. Edward... E. B.	4 00	Leffingwell, R. C.....	10 00
Kissel, Mrs. Gustave E... 10 00		Lehmaier, James M.....	10 00
Kittredge, Samuel Dana.. 7 00		Leland, Miss Luisita A.... S. R.	5 00
Klaas, Max	1 00	Lenox Avenue Unitarian	
Klein, Philip	5 00	Church	10 00
Kling, Mrs. Charles P.... 10 00		Le Roy, Mrs. Edward A... 10 00	
Knauth, Nachod & Kuhne. 20 00		Lester, Miss M. Elizabeth.. 10 00	
Kneeland, Miss Virginia... G. R.	5 00	Letzeiser, C. A..... G. R.	1 00
Knopf, Samuel	5 00	Levi, Irving B.....	5 00
Knott, William J.....	5 00	Levy, Ephraim B.....	2 50
Knox, H. H.....	5 00	Lewi, Maurice J..... G. R.	2 00
Knox, Mrs. H. H.....	5 00	Lewis, Mrs. August.....	10 00
Kohnstamm, Edward, Leo		Lewis, F. H..... E. B.	10 00
and Joseph	10 00	Lewis, F. H.....	5 00
Koster, C. H., Co.....	1 00	Lewis, O. F.....	5 00
Krans, Mrs. Edward H....	5 00	Lewisohn, Adolph	25 00
Krauskopf, David	3 00	Lewisohn, The Misses Alice	
Kress, S. H..... E. B.	3 00	and Irene	350 00
Kursheedt, M. A.....	5 00	Lewisohn, Sam A.....	25 00
Kyle, John M.....	10 00	Libby, A. F.....	3 00
		Lichtenheim, Louis	10 00
		Lichtenstein, Mrs. Isaac... 2 00	
		Lichtenstein, Paul	10 00
		Liebman, Mrs. Adolph.... S. R.	10 00
		Liebmann, Julius	10 00
		Limborg, Herbert R.....	10 00
		Lincoln, Mrs. Lowell..... E. B.	5 00
		Lincoln, Mrs. Lowell..... G. R.	5 00
		Lindley, Miss Alice F.... S. R.	10 00

L

Littauer, Mrs. William....	G. R.	\$2 00	McLean, Miss Ethel L.....	\$50 00
Livingston, Mrs. John G..		5 00	McLean, Mrs. James.....	G. R. 100 00
Livingston, Miss Julia....		10 00	McMullen, John	G. R. 10 00
Lloyd, Herbert M.....		5 00	McQueen, D. P.	25 00
Lobenstine, William C.....	G. R.	10 00	Macarow, Miss M. A.....	5 00
Locke, John M.....		3 00	MacCurdy, John T.....	E. B. 5 00
Locke, William A.....		6 00	MacCurdy, John T.....	5 00
Lockwood, Mrs. I. F.....	E. B.	5 00	Mack, Marc H.....	25 00
Lockwood, Mrs. I. F.....		10 00	Mackay, Henry	G. R. 20 00
Loeb, Mrs. Carl M.....	S. R.	5 00	MacMartin, Malcolm.....	E. B. 10 00
Loewenthal, Ralph M.....		5 00	MacMartin, Malcolm	10 00
Logie, Alexander, & Co....		10 00	MacMurray, Mrs. J. W....	5 00
Logie, Robert		10 00	MacMurray, Mrs. J. W....	E. B. 5 00
Loines, Mrs. Stephen.....	G. R.	10 00	Macy, Mrs. Josiah.....	G. R. 1 00
Loomis, Mrs. Henry P....		5 00	Macy, V. Everit	25 00
Loomis, Sherman	E. B.	5 00	Magee, James	5 00
Loomis, Sherman		5 00	Magee, Mrs. John.....	G. R. 50 00
*Lord, Mrs. George de F..	E. B.	5 00	Mager, Mrs. F. Robert....	10 00
Lorentzen, Mrs. Carl C....		5 00	Main, William	1 00
Loring, Daniel A.....		25 00	Mandel, Max	5 00
Loveman, Mrs. A. H.....		3 00	Manierre, Charles E.....	10 00
Low, Miss Harriette		10 00	Manning, W. T.....	10 00
Low, William G.....		45 00	Mansfield, Howard	E. B. 5 00
Ludington, Mrs. Charles H.	E. B.	5 00	Mansfield, Howard	5 00
Ludington, Miss Mary			March, Miss Virginia A...	2 00
Louise	S. R.	5 00	March, Miss Virginia A...	E. B. 5 00
Ludlow, William O.....	E. B.	2 00	Markle, John	S. R. 25 00
Ludlow, William O.....		2 00	Markowitz, Mrs. A. Lincoln	1 00
Lueders, George, & Co....		15 00	Maron, Otto	5 00
Lusk, Graham	G. R.	5 00	Marrow, I. L., & Co.....	2 00
*Lydig, David		10 00	Marrow, I. L., & Co.....	E. B. 1 00
*Lydig, David	E. B.	10 00	Marshall, S. Duncan.....	S. R. 1 00
Lyford, Mr. & Mrs. Oliver			Martin, Alfred W.....	2 00
S., Jr.....		20 00	Martin, Mrs. Alfred W...	3 00
Lyon, Charles O.....		5 00	Martin, Miss Mary.....	2 00
			Martin, William V.....	5 00
			Marvin, Mrs. A. T.....	3 00
			Marwick, James	10 00
			Marwick, Mrs. James.....	5 00
			Mason, Alfred	2 00
			Mason, Mrs. G. G.....	15 00
			Mason, Mrs. James.....	E. B. 25 00
			Mason, Mrs. James.....	25 00
			Masters, Francis R.....	G. R. 10 00
			Mathews, Mrs. John R....	2 00
			Mathewson, Douglas	S. R. 5 00
			Matteson, Miss Emma B..	2 00
			Maurice, C. S.....	20 00
			Maurice, Miss Marian B..	E. B. 5 00
			Maurice, Miss Marion B..	10 00
			Maury, Mrs. Henry Tobin.	7 00
			Mautner, Mrs. B. H.....	S. R. 10 00
			Mayer, Edward L.....	E. B. 10 00
			Maynard, Miss Helen	
			Louise	5 00
			Meigs, Ferris J.....	G. R. 10 00
			Melcher, John S.....	G. R. 10 00
			Mellick, George P.....	10 00
			Merck, George	E. B. 10 00
			Merriam, Miss A. L.....	5 00
			Merrick, Elliott T.....	5 00

* Deceased.

Merrill, Mrs. Charles E., Jr.	\$2 00	Moses, Mrs. E.	\$5 00
Merrill, Mrs. Edwin G.	5 00	Moses, Mrs. E. E. B.	5 00
Merrill, Mrs. Edwin G. E. B.	5 00	Mott, Lewis F.	5 00
Merritt, Mrs. E. Reeves. S. R.	5 00	Mount, Miss Adeline.	2 00
Mersereau, Mrs. Jacob. G. R.	10 00	Mount & Woodhull.	5 00
Meserole, Mrs. Catharine M.	10 00	Mourraille, Mrs. Gustave. .	1 00
Messenger, Mrs. Thomas H. G. R.	5 00	Mourraille, Miss M. M.	2 00
Metcalf, M. B.	75 00	Mueller, Charles F.	5 00
Metcalf, Prescott. G. R.	20 00	Mulhall, Miss Sara Graham. G. R.	5 00
Meyer, William, & Co.	5 00	Muller, Adam.	5 00
Meyers, Edwin L.	5 00	Muller, Mrs. Edwin, Jr.	5 00
Michaelis, Joseph.	5 00	Muller, Schall & Co.	20 00
Michel, William. G. R.	2 00	Munger, Harry C.	10 00
Middendorf, Henry. G. R.	5 00	Munger, Harry C. E. B.	10 00
Middlebrook, William W. .	2 00	Munn, Charles Allen.	10 00
Miles, Samuel A.	10 00	Munn, John P.	10 00
Miller, Mrs. Alexander.	10 00	Munnich, Mrs. Arnold.	4 00
Miller, Doull Co. G. R.	5 00	Munroe, Mrs. Chester C. .	10 00
Millett, Mrs. Emma C.	5 00	Munroe, Mrs. Vernon. G. R.	5 00
Milliken, John B.	10 00	Munson, Mrs. W. D.	15 00
Minford, Miss Agnes A.	5 00	Murray, Miss Catherine. E. B.	2 00
Minturn, Robert S.	5 00	Murray, Miss Catherine. .	3 00
Mitchell, Mrs. Ernest.	5 00	Myers, Miss Mary C.	5 00
Mitchell, Mrs. John Murray	10 00	N	
Mitchell, William. G. R.	5 00	Nathan, Mrs. Harmon H. .	10 00
Moeller, Miss Hannah T. .	2 00	National Biscuit Co.	5 00
Moller, Edwin Clarence.	20 00	Neave, Mrs. Charles.	5 00
Monday Afternoon Sewing Circle.	5 00	Neeser, Miss Elvina L.	5 00
Monell, Ralph. G. R.	5 00	Nelson, Charles N.	25 00
Montant, Alphonse. E. B.	5 00	Nelson, Mrs. Stuart G. S. R.	3 00
Montgomery, Henry B.	5 00	Neustadt, Mrs. S. G. R.	10 00
Moodv, Harry A. G. R.	10 00	New Castle Leather Co., The. G. R.	5 00
Moore, Mrs. Frank W.	2 00	New York Foundation. E. B.	500 00
Moore, Miss K. T.	10 00	Newell, Mrs. James S. S. R.	1 00
Moore, Mrs. W. H.	25 00	Nichols, Mrs. Acosta.	10 00
Morehouse, Miss Clara.	2 00	Nichols, George E.	50 00
Morgan, Miss Caroline L. .	25 00	Nichols, Mrs. John W. T. .	5 00
Morgan, E. D. G. R.	5 00	Nichols, William H.	20 00
Morgan, Mrs. Edith P.	10 00	Nichols, Mrs. William H. . G. R.	5 00
Morgan, Mrs. John B.	20 00	Nielson, S.	5 00
Morgan, Mr. & Mrs. J. P. .	100 00	Nielson, S. S. R.	10 00
Morgan, Miss Pauline.	5 00	Noble, R. G. E. B.	5 00
Morgan, Mrs. Pierpont.	10 00	Noonan, T. J. S. R.	1 00
Morganstern, Albert G.	5 00	Norrie, Miss Mary. S. R.	30 00
Morgenthau, M. L.	10 00	North, Miss Helen B.	10 00
Morgenthau, Miss Ruth.	10 00	North, Nelson L.	5 00
Morningstar, Joseph.	5 00	Northrup, Mrs. William P. .	5 00
Morrill, Edward T.	15 00	Norton, Mrs. Frank L.	5 00
Morris, Mrs. Fordham. G. R.	5 00	Norton, Mrs. N. R. G. R.	1 00
Morris, Mrs. H. L.	5 00	Nott, Miss Margaret.	5 00
Morris, Mrs. John A.	20 00	Nourse, Miss J. L.	5 00
Morris, L. R. S. R.	10 00	O	
Morris, Lewis Spencer. G. R.	10 00	Oakley, Alonzo Gore.	5 00
Morris, Mrs. R. L.	1 00	Oberndorf, David.	10 00
Morris, Richard L.	10 00	Oberndorf, David. G. R.	5 00
Mortensen, Waldemar.	10 00	Ochs, Miss Iphigene B. G. R.	5 00
Mortensen, Waldemar. E. B.	5 00	O'Connor, Mr. & Mrs. John C.	10 00
Mortimer, Stanley Grafton. .	25 00	Oelrichs & Co.	10 00
Morton, Mrs. Paul.	5 00		

Ogden, Mrs. Charles W..	\$10 00	Pederson, James	\$3 00
Ogden, Mrs. F. C..... E. B.	10 00	Pegram, Edward S..... S. R.	5 00
Ogden, Mrs. F. C.....	15 00	Peierls, Buhler & Co..... G. R.	10 00
Ogden, Miss Mary F.....	10 00	Peierls, Siegfried	5 00
Oil Seeds Co., The.....	10 00	Pell, Alfred Duane.....	10 00
Olcott, Dudley..... G. R.	5 00	Pell, H. Gallatin..... G. R.	5 00
Olcott, Mrs. E. E.....	5 00	Pell, James D.....	10 00
Olcott, Mason	2 00	Pennington, Joseph P..... E. B.	15 00
Ollesheimer, Henry	5 00	Perine, Mrs. William De	
Ollesheimer, Mrs. Henry..	5 00	N.....	10 00
Olyphant, F. M.....	10 00	Perkins, Miss Elizabeth B.	5 00
Olyphant, Robert M.....	10 00	Perkins, Mrs. Frederick C. G. R.	30 00
O'Neill, Mrs. Hugh.....	10 00	Perkins, G. Lawrence.....	10 00
Opdycke, Mrs. Emerson..	15 00	Perkins, George W..... S. R.	10 00
Openhym, Wilfred A.....	25 00	Perkins, Mrs. George W..	25 00
Openhym, William, & Sons	10 00	Perkins, Mrs. Gilman H...	15 00
Oppenheimer, George A...	10 00	Perkins, Mrs. Henry A.... G. R.	2 00
Oppenheimer, Henry S.... E. B.	10 00	Perkins, Mrs. J. Newton.. G. R.	5 00
Oppenheimer, Henry S....	10 00	Perkins, Mrs. Norton.....	5 00
Ormsbee, Alexander F.... G. R.	3 00	Perkins, Russell	25 00
Orth, Charles D.....	10 00	Perkinson, Frank	2 00
Osborn, A. Perry.....	5 00	Perrin, Mrs. Edwin O.... G. R.	10 00
Osborn, Mrs. George W..	1 00	Peters, Miss Alice R.....	5 00
Osborn, Henry Fairfield.. G. R.	5 00	Peters, Edward McClure.. G. R.	3 00
Osborn, Mrs. Ralph	10 00	Peters, Mrs. Edward Mc-	
Osborn, William Church..	100 00	Clure	5 00
Osborn, William Church.. A. S.	100 00	Peters, Ralph	10 00
Osborn, Mrs. William		Peters, Mrs. Theodore L..	25 00
Church	S. R.	Peters, Mrs. W. R.....	10 00
Osborne, David Munson..	2 50	Peters, Mrs. W. R..... E. B.	5 00
Osborne, Dean C..... G. R.	5 00	Peterson, Mrs. W..... G. R.	10 00
Ottley, James H..... E. B.	25 00	Phelps, Mrs. Charles.....	5 00
Ottley, James H.....	10 00	Phelps, Miss Eleanor S.... G. R.	5 00
Outcault, Richard F..... G. R.	5 00	Phelps, Miss Frances	
Oxnard, Mrs. James G.... G. R.	20 00	Von R..... G. R.	5 00
P			
Paddock, Mrs. Brace W... G. R.	1 00	Phelps, Mrs. William W..	20 00
Paddelford, Mrs. Edward		Philbin, Eugene A.....	15 00
M.....	G. R.	Phipps, Miss Ada.....	5 00
Pan American Trading Co. G. R.	5 00	Pichel, Herman	G. R.
Paris, Mrs. Francis U....	10 00	Pierrepont, Miss Anna Jay	15 00
Parish, Edward C.....	5 00	Pierrepont, Miss Julia J...	10 00
Parker, Mrs. A. W.....	10 00	Pierrepont, Mrs. R. Stuyve-	
Parker, Gordon	E. B.	sant	25 00
Parker, Mrs. Gordon..... E. B.	3 00	Pitkin, Mrs. Albert J....	25 00
Parker, Mrs. Gordon.....	5 00	Pitney, Mrs. J. O. H..... E. B.	20 00
Parker, Miss Linette A....	10 00	Pitney, Mrs. J. O. H.....	10 00
Parrish, James C.....	25 00	Pitzele, Elias	G. R.
Parson, Hubert T..... S. R.	5 00	Platt, Willard H..... E. B.	5 00
Parsons, Miss Gertrude... E. B.	10 00	Platt, Willard H.....	5 00
Parsons, Mrs. John E.....	25 00	Platt, Willard R..... G. R.	5 00
Parsons, Mrs. William Bar-		Plaut, Edward	10 00
clay	G. R.	Plaut, Joseph	15 00
Passavant & Co.....	5 00	Pohlmann, George	1 00
Patterson, J. W.....	5 00	Polak, Edward	2 50
Patterson, J. W..... E. B.	5 00	Pollak, Gustav	5 00
Pavenstedt, Adolph	30 00	Pollak, W. G.....	10 00
Pavey, Frank D.....	25 00	Pomtoy, Mrs. H. K..... G. R.	5 00
Payne, Miss S. Kate.....	2 50	Poor, Mrs. W. S.....	10 00
Pearce, William G.....	25 00	Pope, Mrs. Charles F....	10 00
Pearson, Mrs. F. A..... G. R.	10 00	Pope, Miss Elizabeth A... E. B.	2 00
Peck, Mrs. Samuel W.... G. R.	10 00	Pope, Miss Elizabeth A...	5 00
		Porter, Mrs. Clarence....	10 00
		Porter, Mrs. H. Hobart...	5 00

Porter, Mrs. Nathan T....	\$10 00	Renard, Mme. Ohrstrom..	G. R.	\$10 00
Post, Abram S.....	5 00	Reutter, Robert L., Mrs...		10 00
Post, Arthur.....	G. R.	Reynolds, George G.....		30 00
Post, Mrs. Carroll J., Jr..	5 00	Reynolds, J. H.....	G. R.	5 00
Post, Charles M.....	G. R.	Rhoades, Miss Nina.....		10 00
Post, James H.....	25 00	Richard, Miss Elvine.....	S. R.	10 00
Potter, J. W. Fuller.....	25 00	Richard, Miss Elvine.....		50 00
Potter, William C.....	10 00	Richards, E. G.....	E. B.	25 00
Pouch, William H.....	G. R.	Richards, E. G.....		20 00
Powell, Wilson M., Jr.....	50 00	Richards, Mrs. Eben.....		5 00
Powell, Wilson M., Jr....	E. B.	Richardson Bros.		5 00
Powers, Kilburn	1 00	Richardson, Mrs. C. Tif-		
Prall, John H.....	G. R.	fany		25 00
Pratt, Mrs. Charles M....	50 00	Richardson, M. T.....		2 00
Pratt, Mrs. John T.....	S. R.	Richardson, Samuel W....	G. R.	10 00
Pratt, S.....	5 00	Richardson, Mrs. W. J....		2 00
Prentice, Bernon S.....	50 00	Riggs, George C.....		5 00
Prentiss, Henry	10 00	Riker, Mrs. Samuel, Jr....	G. R.	5 00
Presbrey, Miss Alice.....	5 00	Riker, Mrs. Samuel.....	E. B.	10 00
Presbrey, Clifton H.....	5 00	Riker, Mrs. Samuel.....		10 00
Presbrey, Mrs. Frank.....	5 00	Riker, William J.....	E. B.	15 00
Presbrey, Mrs. Frank.....	S. R.	Riker, William J.....		10 00
Presbyterian Church, Bath,		Ripley, Miss Susan S.....		2 00
N. Y.	8 95	Riter, Joseph	S. R.	50 00
Pressly, Mrs. M. W.....	10 00	Rives, Mrs. W. C.....		5 00
Preston, Mrs. Lewis Butler	25 00	Robbins, Chandler		10 00
Preston, Mrs. Veryl.....	2 00	Robbins, Herbert D.....		5 00
Prince, Mrs. Benjamin....	G. R.	Robbins, Mrs. Julian W....	G. R.	5 00
Prior, Miss Elizabeth S...	5 00	Robbins, Percy A.....		25 00
Proctor, Mrs. Rodney.....	G. R.	Roberts, G. Theodore.....		20 00
Proctor, Mrs. Thomas R....	E. B.	Roberts, John E.....		20 00
Pryor, Mrs. S. M.....	E. B.	Roberts, Mrs. Maria L....	S. R.	15 00
Pryor, Mrs. S. M.....	2 00	Roberts, Mrs. Maria L....		25 00
Pulitzer, Mrs. Joseph.....	10 00	Robertson, R. H.....	G. R.	5 00
Pulsifer, N. T.....	10 00	Robinson, Mrs. Eli K....		25 00
Putnam's, G. P., Sons.....	10 00	Robinson, Mrs. Isaac R....	G. R.	25 00
Pyne, Percy R., and.....	10 00	Robinson, Mrs. Monroe D.	S. R.	10 00
R		Rockefeller, John D., Sr..		500 00
		Rockliffe, Charles A. A...		1 00
Racky, John	2 00	Rockliffe, Charles A. A....	E. B.	1 00
Radley, John J.....	G. R.	Rockwood, Miss Katharine		
Rainsford, William S.....	5 00	C.		5 00
Rankin, Mrs. Hugh.....	G. R.	Rockwood, Miss Katharine		
Rankine, Mrs. W. B.....	G. R.	C.	E. B.	5 00
Ransom, Mrs. Paul C.....	E. B.	Rodewald, Miss A. L.....		3 00
Rapalje, Mrs. Elizabeth M.	G. R.	Roe, Livingston		1 00
Rapaport, Jacob	25 00	Rogan, John H.....	G. R.	1 00
Rappold, J. C.....	G. R.	Rogers, Francis		10 00
Rath, William C.....	G. R.	Rogers, Mrs. Francis.....	G. R.	5 00
Raven, Anton A.....	E. B.	Rogers, Mrs. Henry H....	G. R.	10 00
Ravner, William	E. B.	Rogers, John S.....		5 00
Ravner, William	5 00	Rogers, Noah C.....		10 00
Raymond, Arthur B.....	5 00	Rolle Rubber Co., The....		10 00
Raymond, R. W.....	E. B.	Roosevelt, Miss Jean S....	G. R.	10 00
Raymond, R. W.....	10 00	Roosevelt, Mrs. J West...		5 00
Read, Mrs. William A.....	25 00	Root, Charles T.....		15 00
"Reckitts"	50 00	Rose, Henry R.....		1 00
Redmond, Miss Emily....	20 00	Rose, John Henry.....	G. R.	1 00
Redmond, Roland L.....	10 00	Rosen, Mrs. Felix T.....	G. R.	10 00
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Baby Roger	S. R. 1 00	Three Friends	10 00
"A Rochester Memorial" ..	E. B. 25 00		

1917

DONATIONS OF CLOTHING, READING MATTER, ETC.

Auchincloss, C. C.	Lockwood, Mrs. I. Ferris.
Barnum, Mrs.	Loines, Mrs.
Benedict, Mrs. A. G.	Lord, Mrs. H. G.
Blumenthal, Mrs. S.	Lorentzen, H. K.
Bohn, A. L.	Ludlow, George P.
Brinkerhoff, Mr.	McKinn, J. A.
Brown, Mrs. W. R.	Maury, Mrs. H. T.
Chadwick, Elizabeth.	Move, Mrs. Charles.
Coffyn, Mrs.	Needlework Guild.
Cohen, Joseph.	Oakley, Mrs. W.
Colgate, W.	Ollesheimer, Mrs. Henry.
Coombe, T. G.	Pavey, Frank D.
Davison, Mrs.	Perine, Mrs. W. D. N.
Dyer, Mrs. G. R.	Ragan, H. B.
Fackler, D. P.	Ritz Carlton Hotel.
Footo, Miss Frances J.	Rockliffe, C. A. A.
Goodwin, Mrs. J. J.	Root, Mrs. C. T.
Grunthal, Edwin A.	Sahler, Mrs. H. G.
Guernsey, H. W.	Sargeant, Mrs. J. E.
Haslau, Miss Lucy.	Schoening, M. E.
Hart, Dr. T. S.	Schwab, Mrs. H.
Hinckley, S.	Scott, Mrs. G. S.
Holt, Mrs. L. E.	Seeman, J.
Howes, Rev. R.	Scholes, Mrs. C. E.
Howson, Mrs.	Sinclair, Mrs. D. B.
Hurd, R. M.	Sisson, Lewis E.
Hyman, Mrs. D. M.	Smith, Mrs. Fitch W.
Jensen, Holger.	Stix, Sylvan L.
Jewell, George H.	Swords, Mrs. Chas. R.
Judson, H.	Taylor, Mrs. S. F.
Kaempfert, W. B.	Thacher, Lathrop.
Kellogg, H. S.	Tobias, E. D.
Knox, Mrs. H. H.	Tucker, Mrs. S. A.
Lichtenstein, Mrs. Paul.	Tuntine, Mrs. W. P.
Liebmann, Mrs. Adolph.	Webster, Dr. George S.
Lincoln, F. W.	

CONSTITUTION AND BY-LAWS

AN ACT to incorporate The Prison Association of New York.
Passed May 9, 1846, by a two-thirds vote. (As subsequently amended.)

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

§ 1. All such persons as are now and hereafter shall become members to the said association pursuant to the constitution thereof, shall and are hereby constituted a body corporate by the name of The Prison Association of New York, and by that name have the powers that by the third title, of the eighteenth chapter, of the first part of the Revised Statutes, are declared to belong to every corporation, and shall be capable of purchasing, holding and conveying any estate, real or personal, for the use of said corporation, provided that such real estate shall never exceed the yearly value of ten thousand dollars, nor be applied to any other purpose than those for which the corporation is formed.

§ 2. The estate and concerns of said corporation shall be managed and conducted by its executive committee, in conformity to the constitution of the said corporation; and the following articles that now form the constitution of the association shall continue to be the fundamental laws and constitution thereof, subject to alterations in the mode therein prescribed.

ARTICLE FIRST

The objects of the association shall be:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.

ARTICLE SECOND

The officers of the society shall be a president, vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and

there shall be the following standing committees, viz.: a finance committee, a committee on detentions, a committee on prison discipline, a committee on discharged convicts and an executive committee. The number of the executive committee shall consist of not more than thirty-five, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

ARTICLE THIRD

The officers named in the preceding article shall be ex-officio members of the executive committee, who shall choose one of their number to be chairman thereof.

ARTICLE FOURTH

The executive committee shall meet once in each month, and keep regular minutes of their proceedings. They shall have a general superintendence and direction of the affairs of the society, and shall annually report to the society all their proceedings, and such other matters as shall be likely to advance the ends of the association.

ARTICLE FIFTH

The society shall meet annually in the city of New York, at such time and place as the executive committee shall appoint, and at such other times as the president, or in his absence, one of the vice-presidents, shall designate.

ARTICLE SIXTH

Any person contributing annually to the funds of the association not less than five dollars shall, owing to such contribution, be a member thereof. A contribution of five hundred dollars shall constitute a life patron; a contribution of one hundred dollars shall constitute an honorary member of the association for life, and a contribution of fifty dollars shall constitute a member of the association for life. Honorary and corresponding members may, from time to time, be appointed by the executive committee.

ARTICLE SEVENTH

A female department shall be formed, consisting of such females as shall be selected by the executive committee, who shall have charge of the interest and welfare of prisoners of their sex, under such regulations as the executive committee shall adopt.

ARTICLE EIGHTH

The officers of the association shall be chosen annually at the annual meeting, at which time such persons may be elected honorary members as shall have rendered essential service to the cause of prison discipline.

ARTICLE NINTH

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and cooperating with it.

ARTICLE TENTH

The executive committee shall have power to add to any of the standing committees such persons as, in their opinion, may be likely to promote the objects of the society, and shall have power to fill any vacancy which may occur in any of the offices of the association, intermediate the annual meetings.

ARTICLE ELEVENTH

This constitution may be amended by a vote of the majority of the society at any meeting thereof, provided notice of the amendment has been given at the next preceding meeting.

The officers elected for the current year, under the constitution shall continue to be the officers thereof until others shall be duly chosen in their places.

And it is hereby further enacted that no manager of said society shall receive compensation for his services.

§ 3. The said executive committee shall have power to establish a workhouse in the county of New York, and in their discretion, to receive and take into the said workhouse all such persons as shall be taken up and committed as vagrants or disorderly persons in said city as the Court of General Sessions of the Peace, or the Court of Special Sessions, or the Court of Oyer and Terminer, in said county, or any police magistrate, or the commissioner of the almshouse may deem proper objects, and the said executive committee shall have the same powers to keep, detain, employ and govern the said persons as are now by law conferred on the keepers of the bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate and concerns of said association and the management, government, instruction, discipline and

employment, of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents, and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee, and generally all such facts and particulars as may exhibit the operations of the said association.

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said workhouse, to bind out the said persons so being minors, as aforesaid, as apprentices or servants, with their consent during their minority, to such persons and at such places, to learn such proper trades and employments as in their judgment will be most conducive to their reformation and amendment and future benefit and advantage of such persons.

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect, and examine, all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in relation to the inspectors thereof; provided, that no such examination or inspection of any prison shall be made until an order for that purpose to be granted by the chancellor of this State, or one of the judges of the Supreme Court or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

BY-LAWS

I. There shall be a stated meeting of the executive committee on the third Thursday of each month, and special meetings shall be held on the requisition of the chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting. The annual meeting shall be held on the third Thursday of January in each year at half-past three in the afternoon at the office of the association.

The number of members composing the executive committee exclusive of the officers of the association, is hereby fixed at twenty-four, and divided into four groups or classes as follows: At the election held at the annual meeting of the year 1916, there shall be elected, to serve from that date, six members for the term of one year, six for the term of two years, six for the term of three years, and six for the term of four years. At each annual meeting thereafter six members shall be elected for the term of four years in place of those whose terms of office then expire. Any vacancies in the membership of the committee by death, resignation or otherwise, may be filled either by the association at any annual meeting, or, in interims between the annual meetings, by the executive committee.

II. At every meeting of the executive committee five members shall be necessary to constitute a quorum.

III. The order of business at the annual meeting shall be as follows:

1. Election of chairman and secretary.
2. The reading of the minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.
5. Report of corresponding secretary on the work of the year.
6. Annual report of the treasurer.

IV. The order of business at every other stated meeting shall be as follows:

1. The reading and approval of the minutes of the last preceding meeting.
2. Report of treasurer.

3. Reports from standing committees.
4. Report from the corresponding secretary.
5. Reports from special committees.
6. Report from the general agent.
7. Miscellaneous business.

At a special meeting no other business shall be transacted than that for which the said meeting was called.

V. The chairman shall appoint all standing and special committees and decide all questions of order, subject to an appeal; and the rules of order shall be those embodied in Cushing's Manual, so far as they are applicable.

VI. The recording secretary of the association shall be the secretary of the executive committee; and it shall be his duty to keep the minutes of the proceedings of said committee, to record them in a book provided for that purpose, and to give due notice of all meetings of the committee.

VII. The corresponding secretary shall conduct the correspondence of the executive committee and of each of the standing committees; and shall act as the general financial agent of the association, and shall report at each stated meeting of the committee.

VIII. The treasurer shall have charge of the funds of the association, and shall give such security as the executive committee may require. His duties are more fully defined in by-law X.

IX. There shall be six standing committees, namely, on finance, detentions, discharged convicts, law, house, and library.

X. The committee on finance shall be charged with the duty of raising and caring for the funds.

The funds of the association shall be divided into three parts to be known as:

1. The endowment fund.
2. The reserve fund.
3. The general fund.

The Endowment Fund.—The endowment fund shall consist of such contributions as shall be given with the restriction that the income only shall be used for the purpose of the association, and all legacies.

The Reserve Fund.—The reserve fund shall consist of such sums as may be set aside from the general fund from time to time by the executive committee for investment. Whenever any part of the reserve fund shall be appropriated by the executive committee,

such sum shall be immediately transferred to the general fund. The endowment and reserve funds shall be under the immediate direction and control of the committee on finance, and all investments of these funds shall be ordered by the committee. The treasurer of the association shall be a member and act as the treasurer of the committee on finance, and shall be responsible for the safe-keeping of the sureties of the endowment and reserve funds.

Any uninvested balance of the endowment and reserve funds shall be kept each in separate trust companies in the name of the association, subject to check of the treasurer, and shall, whenever possible, bear interest. All income from the endowment and reserve funds may be transferred to the general fund as soon as received.

No part of the reserve fund shall be used for any purpose except by resolution of the executive committee, and whenever any part shall be appropriated by the executive committee it shall immediately be transferred to the general fund.

The General Fund.—The term "general fund" shall cover all receipts of the association not constituting a special fund or specified for the endowment fund, the intention being that all the income, except legacies, including donations for general purposes, and income from endowment and reserve funds, shall be credited to the general fund to which the authorized disbursements of each activity of the association shall be charged at the close of the fiscal year.

The treasurer shall notify the corresponding secretary at once of all transfers of income from the endowment and reserve funds to the general fund.

The treasurer shall notify the corresponding secretary, immediately on receipt by him of any sum for the account of the association that such receipt may be entered at once to the credit of the proper account on the books of the association.

The corresponding secretary shall be the general disbursing agent of the association, the object of the provision being to keep in the central offices of the association all receipts for payments by him for the association of any kind, nature or description, and to have in the central offices immediate record of all his disbursements. This provision shall not apply to the endowment and reserve funds.

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank as directed by the treasurer to the credit of the association. Whenever the executive committee shall make an appropriation out of either the reserve or general fund, the corresponding secretary shall send to the treasurer a copy of the resolu-

tion making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association, subject to his check as treasurer in such bank as may be selected by him and approved by the committee on finance. Such account shall be separate and distinct from those accounts opened for the uninvested balance of the endowment and reserve funds.

The corresponding secretary shall keep a bank account in the name of the association, subject to his check as corresponding secretary for current disbursements, and shall deposit to the credit of said bank account all moneys he may receive from the treasurer drawn from the general fund.

The committee on finance shall audit and report upon accounts of the treasurer and of the corresponding secretary.

At each regular meeting of the executive committee the treasurer shall make a detailed statement of the receipts and disbursements for the preceding calendar month. He shall make a statement showing investments and the receipts and disbursements of the endowment and reserve funds; he shall make, at the annual meeting of the association, a detailed statement of receipts and disbursements for the fiscal year.

XI. It shall be the duty of the committee on detentions:

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and in Brooklyn, and to adopt proper measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto.

2. To visit frequently the prisons under their charge, and to endeavor to improve both the physical and moral condition of the prisoners in all suitable and practicable ways.

XII. It shall be the duty of the committee on discharged convicts:

1. To correspond with prison agents or superintendents relative to the character and trades of prisoners, and to ascertain, previous to the discharge of each prisoner, his feelings, views and capabilities, with a view of making the best arrangements for his future employment.

2. To keep a record of all persons who will employ discharged prisoners and of their several occupations; to procure such employment for prisoners and applying therefor as seems best adapted to the capacity of each; to hold correspondence with employers; to

keep a record of the conduct and prospects of those for whom places have been obtained, that they may be sustained and encouraged with the idea that a continued friendly interest is felt for them.

3. To secure suitable boarding places for discharged prisoners, where they will not be exposed to corrupting influences, taking care not to have more than one in a place, where it can be avoided.

4. To see that the prisoners are provided with suitable clothing, of a kind that will not attract particular attention.

5. To consider the internal organization of the management of prisons, and the physical and moral influences to be exerted on the prisoners during their confinement, to report upon their health, reformation, upon convict labor, administration and internal police, on the comparative merits of different prison systems, and on the visitation of prisons and houses of reformation.

XIII. It shall be the duty of the committee on law to examine and report from time to time upon the penal legislation of the State, with their suggestions for the amendment thereto, to consider questions relating thereto which are under discussion in the press or the Legislature, including pending bills, and report their views and conclusions upon them, also to care for the law business of the association.

XIV. It shall be the duty of the committee on house to care for the maintenance of the real estate of the association.

XV. It shall be the duty of the committee on library to see that it is properly housed and catalogued and to take steps for its increase.

XVI. One or more agents may be appointed by the executive committee to assist the standing committees in their duties.

XVII. The president, chairman of the executive committee, and corresponding secretary shall be members, ex-officio, of all the standing committees.

XVIII. No alteration shall be made in these by-laws except upon notice of the proposed amendment given at a previous meeting of the executive committee.

STATE OF NEW YORK

THE SEVENTY-FOURTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1918



STATE OF NEW YORK

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OF THE

Prison Association of New York

135 East 15th Street, New York

1918



ALBANY

J. B. LYON COMPANY, PRINTERS

1919



PREFACE

THIS is an official report of the Prison Association of New York to the Legislature of the State of New York, which has been made annually since 1845, and constitutes the seventy-fourth of the series.

Paragraph 6 of article XI of the Act incorporating the Prison Association of New York provides that "the said executive committee" (of the Prison Association), "by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect and examine, all the prisons of the State, and annually report to the Legislature their state and condition and all such other things in regard to them as may enable the Legislature to perfect their government and discipline."

The same paragraph further provides for the printing of 500 copies of this annual report at the expense of the State. Additional copies are purchased from the State printers, at the expense of the Association, for distribution to its contributors and many others, not only in New York State but elsewhere.

The activities of the Association for the year are presented on pages 24-53 of this publication. The bureaus of the Association are the following: Administration, Inspection and Research, Parole, Probation, Relief, Employment, Financial.

THE PURPOSES

OF

THE PRISON ASSOCIATION OF NEW YORK

- 1. The protection of society against crime.**
- 2. The reformation of the criminal.**
- 3. Protection for those unjustly accused.**
- 4. Probation, when suitable.**
- 5. Improvement in prisons and prison discipline.**
- 6. Employment, and when necessary, food, tools, shelter and other assistance for released or discharged prisoners.**
- 7. Necessary aid for prisoners' families.**
- 8. Supervision for those on probation and parole.**
- 9. Needed legislation.**
- 10. Publicity in prison reform.**
- 11. Research and advice.**

TO THE CONTRIBUTORS AND OTHER FRIENDS OF THE ASSOCIATION

THIS volume of the annual report for 1918 comes to you from the Executive Committee of the Prison Association, in very warm-hearted and sincere appreciation of the help you have given to our work, especially during the past year, when the calls from so many other sources have taxed you all so heavily.

It is particularly gratifying to know that during this period, when the minds of all have been primarily upon the war, so many friends have been willing to continue their support and interest in behalf of the work. This spirit has enabled us, through a trying period, to maintain our activities without serious reduction in staff or program.

The Association has been spoken of as "a gathering together of friends interested in a good cause," and our experience for the past year convinces us that this interpretation is entirely justified. It therefore gives us much pleasure to send this word of appreciation and thankfulness for your help and co-operation.

THE EXECUTIVE COMMITTEE.

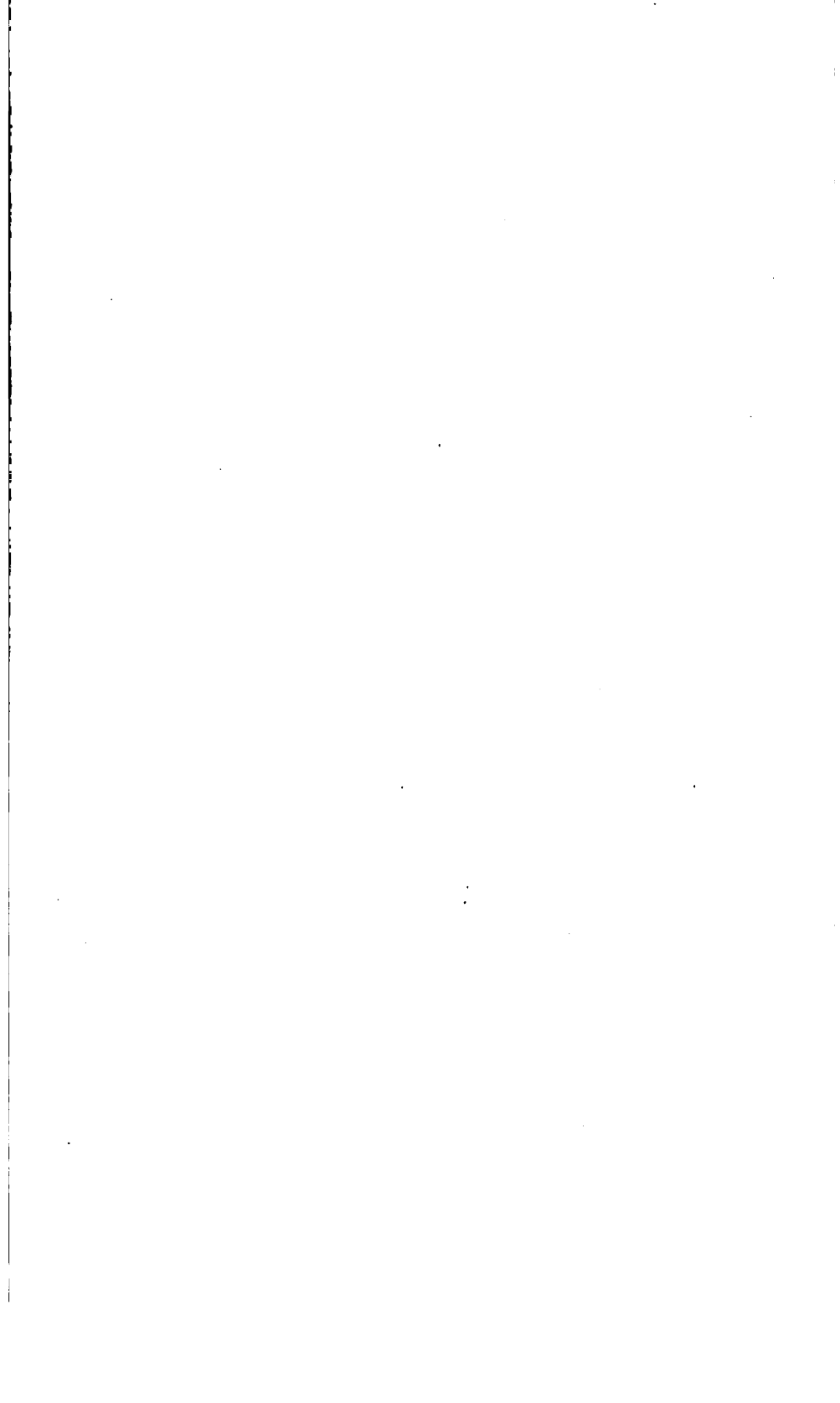


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THE PRISON ASSOCIATION OF NEW YORK

OFFICERS

PRESIDENT	SECRETARY	TREASURER
EUGENE SMITH	DECATUR M. SAWYER	C. C. AUCHINCLOSS

GENERAL SECRETARY

*O. F. LEWIS

ACTING GENERAL SECRETARY

E. R. CASS

VICE-PRESIDENTS

DAVID H. GREER	ROBERT W. DE FOREST
EUGENE A. PHILBIN	JACOB H. SCHIFF
THOMAS M. OSBORNE	GEORGE W. KIRCHWEY

EXECUTIVE COMMITTEE

CLASS OF 1919

WILLIAM H. GRATWICK
HENRY G. GRAY
HENRY E. GREGORY
GEORGE G. SHELTON
GEORGE W. WICKERSHAM

CLASS OF 1920

IRA BARROWS
W. W. BATTERSHALL
JAMES BYRNE
E. TROWBRIDGE HALL
JOHN SEELY WARD

CLASS OF 1921

J. FENIMORE COOPER
CORNELIUS B. GOLD
ALEXANDER M. HADDEN
DEAN SAGE
GINO C. SPERANZA
MORNAY WILLIAMS

CLASS OF 1922

B. OGDEN CHISOLM
EDWIN O. HOLTER
RICHARD M. HURD
JOHN W. HUTCHINSON
FRANK D. PAVEY

* Absent on leave in War Camp Community Service.

STANDING COMMITTEES FOR 1918

LAW COMMITTEE No. 1

(PAROLE AND PROBATION)

Messrs. WILLIAMS, GREGORY AND HOLTER.

LAW COMMITTEE No. 2

(NEW LEGISLATION)

Messrs. SAGE, KIRCHWEY, PAVEY AND WICKERSHAM.

COMMITTEE ON PRISON DISCIPLINE

Messrs. KIRCHWEY, CHISOLM, HURD AND SAWYER.

COMMITTEE ON DISCHARGED CONVICTS

Messrs. HADDEN, HALL, HOLTER AND HUTCHINSON.

COMMITTEE ON DETENTIONS

Messrs. CHISOLM, SHELTON, BARROWS AND BYRNE.

COMMITTEE ON FINANCES

Messrs. AUCHINCLOSS, SAGE, HALL, HURD AND HADDEN.

HOUSE COMMITTEE

Messrs. SAWYER AND AUCHINCLOSS.

LIBRARY COMMITTEE

Messrs. GREGORY AND WILLIAMS.

THE PRISON ASSOCIATION'S STAFF

1918

ADMINISTRATION

*O. F. LEWIS, General Secretary.
E. R. CASS, Acting General Secretary.
Miss F. S. AUCHAMPAUGH, Assistant Secretary.
R. S. MORISON, Cashier.
Miss BEATRICE STECKER, Clerk.
Miss BESSIE RATNER, Clerk.
Miss VIOLA ROTZLER, Clerk.
Miss CHARLOTTE N. SCHNABEL, Clerk.
Miss ANNE GILLESPIE, Clerk.

INSPECTION AND RESEARCH

E. R. CASS, Assistant Secretary.
**PHILIP KLEIN, Assistant Secretary.

PAROLE BUREAU

AUGUST L. BOHN, Parole Agent.

RELIEF BUREAU

Mrs. H. B. RODGERS, Relief Agent.
Miss FLORENCE BENSON, Stenographer.

PROBATION BUREAU

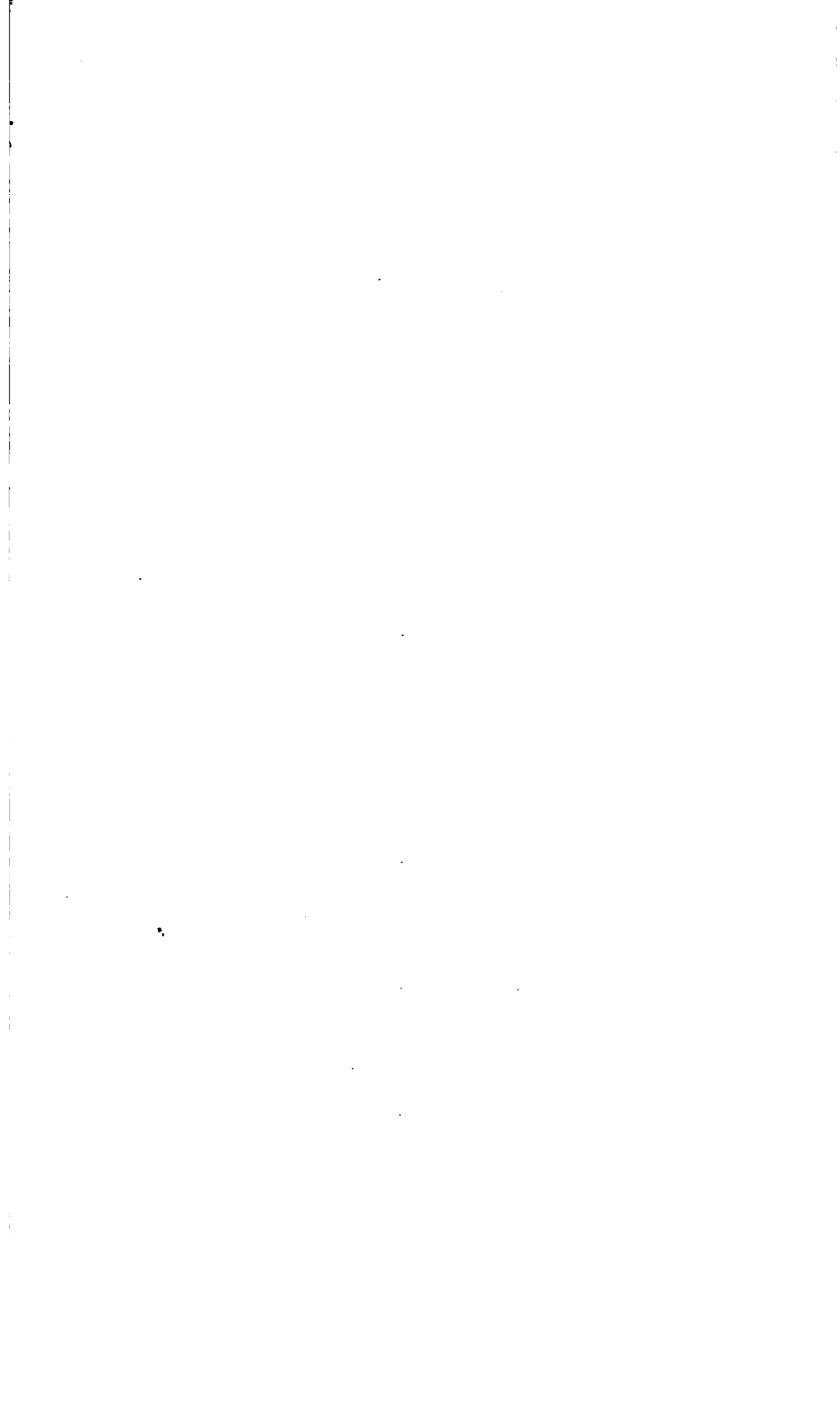
D. E. KIMBALL, General Agent and Probation Officer.
Miss MINERVA ROSENTHAL, Stenographer.

EMPLOYMENT BUREAU

**CHARLES K. BLATCHLY, Secretary.
Miss MARY GIBBONS, Stenographer.

* In War Camp Community Service since August, 1918.

** In National Army since August, 1918.



**SEVENTY-FOURTH ANNUAL REPORT OF THE PRISON
ASSOCIATION OF NEW YORK**

HON. HARRY C. WALKER,

Lieutenant-Governor of New York:

SIR.—In accordance with chapter 163 of the Laws of 1846, we have the honor to present the seventy-fourth annual report of the Prison Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK,

by EUGENE SMITH, *President.*

E. R. CASS, *Acting General Secretary.*

INTRODUCTION

THE PRISON ASSOCIATION OF NEW YORK

THE annual report this year has been materially shortened, principally as a patriotic measure for the conservation of State and Association funds. In accordance with this, the reports made subsequent to the inspections of institutions have been omitted and instead, in a chapter devoted to the work of research and inspection, a general summary of the conditions and developments in the jails, penitentiaries, reformatories and State prisons is presented.

During the year the Association, because of the war, continued its policy of not undertaking any expansion of its activities requiring additional expenditures, and avoided on the other hand so far as possible any reduction in the volume of its work. In short, the Prison Association has held that all of its existing activities were necessary and should be continued.

The Association has concerned itself continuously for more than seventy years with the treatment of delinquents. Its charter, obtained in 1846, provided that the Society was to concern itself with (a) those awaiting trial, or being tried; and (b) with those in prison, and with prison conditions; and (c) with those who had been released from prison. In the earlier years the main attention of the Society was centered upon the relief of those incarcerated and with the rectification of the most flagrant abuses. In the course of time other important functions were developed and the scope of the Association's work extended. In the absence of accurate and comprehensive knowledge

as to prison conditions and prison reform elsewhere than in New York, the Prison Association has frequently been the assembler and distributor of important and highly valuable facts and statistics. The Association has always been a recognized authority in this State in matters of prison reform. Since the time of Dr. Enoch C. Wines in the sixties of the nineteenth century the Association has also played an important part in the national field and was the chief factor in the foundation of the American Prison Association in 1870, and later of the International Prison Commission, which has members in nearly every civilized country in the world. Conspicuous among the many results in which the Association has shared was the campaign for the establishment of the Elmira Reformatory; the study of the Jukes Family by R. L. Dugdale, one of the board managers of the Association; the development of probation in New York State; the development through many years of the parole system in New York city for the State reformatories and State prisons; the election of Dr. Barrows, corresponding secretary of the Association from 1900 to 1909, as president of the Eighth International Prison Congress; the successful campaign against the fee system in the case of county sheriffs; the increase of the endowment fund of the Association since 1910, from \$9,000 to nearly \$100,000, and the increase in recent years not only in the membership but of the income of the Association and the accompanying development of the fields of activity of the Association. In recent years the Association has made a considerable part of its activity the co-operation in the development of new institutions, such as a Farm Industrial Prison to take the place of Sing Sing, the State Industrial Farm Colony, the State Reformatory for Misdemeanants, the Farm Colony of the Board of Inebriety of New York city and the proposed State Custodial Asylum for Feeble-minded Male Delinquents.

The most conspicuous and perhaps the most important militant activity of the Association has been, recently, the campaign under the slogan: "Sing Sing Must Go."

Throughout the country the Association is recognized as an important one in its field and it daily serves as a bureau for citizens of this and other States and countries, for information concerning the betterment of prison conditions, legislation and other social problems allied with delinquency.

For nearly six years, through the activities of its Bureau of Inspection and Research, the Association has persistently campaigned for the abolition of the deplorable idleness existing among sentenced prisoners in our county jails and also for the improvement of the living conditions and management of these institutions.

It is gratifying to state that a number of the members of the Board of Managers of the Association have given their services to the government during the war. They have served in various lines as follows:

Local draft boards, Labor boards, Federal employment bureaus, Naval prison, Y. M. C. A., Brotherhood of St. Andrew and special foreign service.

Likewise, members of the staff of the Association have been of service to the government. Dr. Lewis has been Divisional Manager of the Northern Division of the War Camp Community Service; Mr. Klein was assigned to Camp Upton; Mr. Blatchly was appointed to the Army Ordnance Department in New York city, and Mr. Cass did voluntary work with a local draft board and with the Liberty Loan drives.

During the year Dr. Kirchwey and Dr. Lewis have been associated with the New York School of Philanthropy as members of the staff, conducting courses in general criminology, crime and punishment, descriptive penology, and a special Institute on Correctional Problems.

Dr. Lewis has also continued his preparation of the study of the History of American Prison Administration and Prison Reform, and the same is now ready in manuscript form, for the period between 1776 and 1844.

New York city was chosen by the Executive Committee of the American Prison Association as the meeting place for 1918. Unfortunately the influenza epidemic made it inadvisable to hold the meeting, and the same has been postponed until the fall of 1919.

WHICH IS BETTER FOR THE YOUNG MISDEMEANANT ?



LOAFING WITH OTHERS IN JAIL ?



OR LEARNING A TRADE AT ELMIRA REFORMATORY ?

WHICH IS BETTER FOR THE YOUNG MISDEMEANANT ?



TRAINING IN IDLENESS AND CRIME IN THE JAIL ?



OR GOING TO SCHOOL ?

NEXT STEPS TO BE TAKEN

IN the 1917 Report a number of chapters were devoted to a discussion of necessary steps to be taken in the treatment of the offender. These needs still obtain and it therefore seems important that the program should again be presented in brief. The reader's attention is called to a separate publication issued by the Prison Association last year, in which the program of needs is presented in detail and at length. We still have on hand copies of this special issue and shall be glad to furnish them upon request. The next steps referred to are as follows:

1. Misdemeanants between sixteen and thirty should be admitted to New York State Reformatory at Elmira on an indeterminate sentence with a maximum of three years. Legislation has been presented which would make the commitment of misdemeanants to Elmira permissive but not mandatory. For a trivial offence the court can suspend sentence, or place the offender on probation, but for cases where it is felt that institutional treatment is necessary there should be given the authority to send them to an institution of a reformatory character. This need has been long recognized in New York city where, since 1905 a City Reformatory for Male Misdemeanants has been in operation. Under existing conditions it is possible for felons to receive reformatory treatment, but misdemeanants are denied that advantage. The State of New York is committed by law to the reformatory treatment of misdemeanants. In 1912 a bill was passed by the State Legislature establishing a State Reformatory for Misdemeanants. This institution exists only on paper, and it seems

very likely that for some time to come there will be no funds available for its construction. In the meantime are we to permit reformatory material to be sent to the county jails and penitentiaries, the demoralizing influences of which are generally and regretfully known?

2. The need for a custodial institution for male defective delinquents and of a similar institution for female defective delinquents is still a pressing one. The power of transferring defective delinquents from other correctional institutions is lacking, and legislation to this end should be passed. Unless authority is given permitting the detention of feeble-minded delinquents for an indefinite period, there will be no satisfactory approach to the solution of the problem.

3. It is stated with much regret that the Psychiatric Clinic, established at Sing Sing prison and maintained by private funds, was discontinued during the year. Under the able leadership of Dr. Glueck important findings were made, and until the work was discontinued, it was thought that at last a long-hoped-for addition had come to stay. It is therefore urged that this work be taken over by the State and made a permanent part of the system of dealing with an offender.

4. The parole work for the State prisons still continues under the supervision of the State Board of Parole with no changes except in personnel. The perfunctory method of deciding the paroling of an inmate and the absence of an adequate corps of parole officers continue as the two outstanding weaknesses of the system. It therefore seems necessary that the Board be reorganized and that the members be required to give their full time to the work. Likewise, the number

of parole officers should be increased and be distributed to different part of the State.

5. A Commission should be authorized by the Legislature to study the correctional needs of the State and its political divisions, and to present a plan for the centralization of the management of correctional institutions in a State Department of Correction.

6. The need for criminological clinics to act as the advisory and scientific arms of the court cannot be overestimated. Psychiatric work at an institution is necessary but should be preceded by a study of many of the offenders before their cases are disposed of by the courts. Judges should have scientific information concerning many of those whom they sentence.

7. In addition to the needs outlined in the 1917 Report, there should be considered the undesirable condition brought about by our present system of providing and compensating justices of the peace. A justice of the peace is a constitutional officer, and as such is the only judicial officer permitted to receive fees. The Legislature has power to designate but one method of selecting such officers, either by election or by appointment. It cannot direct the use of both methods in one town or city. The office is an important one, since the incumbent has the power to sentence to prison for one year and impose a fine of \$500. Legal training is not required and in most cases is lacking. Changes along the following lines are necessary:

(a) The abolition of the fees in connection with the criminal work of such officer.

(b) Educational qualifications together with legal training.

(c) Reduction in the number of justices in communities.

PROBATION BUREAU

THE Prison Association, through its representative Mr. D. E. Kimball, continues to do its share of the probation work of the Court of General Sessions in New York. Practically no changes have been made in the system described in previous reports nor in the number of officers. The probation officers in the Court of General Sessions are salaried not by the city but by private societies.

Probation is generally called a substitute for imprisonment. This however, is erroneous. Probation is suspension of sentence during good behavior. It has more recently been defined in the " Probation Officers' Manual " as a method by which the community through its courts seeks to aid, supervise, discipline, and, if need be, reform offenders without imprisonment. It is especially helpful for young first offenders and not intended to be used for those experienced in crime.

The probation officer is not only an investigator, but the real probation officer must be wise and patient, courageous, stern, sympathetic and tactful. Under our present court systems the judge upon the bench must depend in many instances to a considerable extent upon the probation officer for his information prior to the sentencing of a prisoner. The experience, thoroughness and attitude of the probation officer often determines the future treatment of the offender.

Probation is regarded by the Prison Association as a more important and valuable period in the reformation of offenders than the period of imprisonment. Probation today is more generally used than heretofore and is increasing rapidly. Judges and the general public are becoming more sympathetic toward it. It has permitted many

of those who were formerly sent to our State prisons to re-establish themselves without a term of imprisonment. It has also helped to reduce the population at the New York State Reformatory and is responsible to some degree for the change in type of prisoners found at that institution, the population now presenting as a whole a more difficult and less promising type.

The number of cases coming under the supervision of Mr. Kimball for the past year was about the same as that of the previous year. There were on probation to the Association on September 30, 1917, 208, and during the past fiscal year there were added 141 new cases, making a total for the year of 349. During the year 201 cases were discharged from the jurisdiction of the Bureau, leaving a balance of 148 on probation September 30, 1918.

Sixty of our probationers are serving in the Army or Navy. More than half that number enlisted and the balance was drafted. Sentence was suspended in between 30 and 40 cases of young soldiers who had come into conflict with the law while on furlough. All were returned to their commanding officers.

The number of cases investigated during the year was 602. Of those on probation there were re-arrested and committed during the year 11 men and 6 women, making a total of 17.

Aside from giving the prisoner another chance without inflicting the prison stigma, there are other meritorious features involved in the probation work. Two of the most important are as follows:

The restitution of sums of money unlawfully obtained, and the collection of money for the support of the wives and children of the offender. The advantages of these methods are sufficiently obvious and require no further explanation.

The Probation Bureau reports that of a total of 141 new cases received during the past fiscal year, 22 were ordered to make restitution and five were ordered to make payment for the support of their families. The following indicates the amounts involved:

	New Cases	Old Cases	Total
Collected during fiscal year for restitution..	\$1,709 00	\$1,671 25	\$3,380 25
Collected during fiscal year for family support	210 00	365 00	575 00
	<u>\$1,919 00</u>	<u>\$2,036 25</u>	<u>\$3,955 25</u>

In addition to his regular probation work Mr. Kimball has interested himself in a number of special cases coming to his notice while visiting the city prison. Most of these cases were referred to the Voluntary Defenders Committee, where advice and assistance were cheerfully given. In a number of instances, through the representatives of the Committee, persons charged with crime were acquitted.

The following citations from the records of the Probation Bureau illustrate to some degree the character of work and its many possibilities:

An Austrian thirty-two years of age, five years in the United States, was earning \$3,000 per year in a commercial house at the time of his arrest, and pleaded guilty to grand larceny. Explaining the crime, he stated that he had trouble at home, expenses were very heavy, and as money was due him he appropriated to his own use other money, thinking that he could replace it shortly. Before he was able to do so, however, the money was missed, and his arrest followed. Under ordinary circumstances the complainant would insist on punishment, but in this case the Judge ordered restitution of about \$350. The defendant was admitted to bail and in a short time, because of his expert knowledge of the business, he was in a position paying him \$7,500 per year. Investigation showed that his previous record was clean. He is now on probation. Under the old system he would have been sent to prison.

A girl from the west, twenty years of age, came to this city to bid good-bye to her brother, who was in service, stationed at Camp Mills. Thinking that her funds would permit her remaining until his departure for France, which was expected in a few days, she did not return home at once. Her funds gave out and she obtained work as a cashier. Not being able to earn quickly sufficient money to pay her fare home, she appropriated funds

belonging to her employer and started for home, but before she was able to get a train her employer overtook her and recovered all the money taken. She was arrested and lodged in the Tombs for some weeks and an inquiry as to her former reputation was instituted. Her former employer in a western city stated that she had been a faithful employee for over two years, that he had every confidence in her, and offered to send a ticket for her return. As she had confessed her guilt and no actual loss was sustained by the employer, she was released on probation and went home to her mother.

PAROLE BUREAU

SINCE the inception of the Prison Association in 1844, every effort has been made to carry out one of the important purposes of the Association, viz., assisting prisoners upon their release from prison. Parole, which is a period of conditional freedom following a term of imprisonment, is now a well-recognized feature in the modern treatment of the offender. Inmates of our State prisons, serving an indeterminate sentence and who by good conduct, work and other qualifications, satisfy the requirements of the Parole Board, are eligible for parole at the expiration of their minimum sentence. The prisoner so released is placed in the custody of a parole officer representing some organization engaged in prison work. The State does not make adequate provisions for the after-care and supervision of men so released, nor does the State contribute to organizations doing this work which is really a function of the Prison Department or Parole Board.

The parole period is one of great importance, inasmuch as it is the time when the inmate is called upon to prove his ability to conduct himself properly outside of prison walls. It is essential that the parole officer should be sympathetic, interested, sagacious and whole-hearted in dealing with the men in his charge. Our parole work, under the direction of Mr. Bohn, for the State prisons has proved extremely valuable in the restoration of men to normal living. Mr. Bohn gives all of his time to helping released and discharged prisoners. His work cannot be valued and judged solely on a dollar and cents basis. The loyalty and support of a "friend in need" is immeasurable.

The work includes the general supervision of paroled men, which means visiting them at their homes and their

places of work when feasible. Whenever needed, friendly advice is given, and in a number of instances the Parole Bureau has been successful in effecting friendly relations between released men and their families. In conjunction with our parole work the co-operation of our Employment Bureau is utilized in obtaining employment for men.

During the year Mr. Bohn has been especially helpful to local draft boards in arranging the classification of discharged prisoners. In many instances these men lacked proper instructions and were not given an opportunity to fill out and file the regular forms. This naturally resulted in much confusion and misunderstanding. In some cases it worked temporary hardship and injustice.

The volume of work is considerable. Our parole agent has usually a monthly average of about 200 men under his supervision.

On October 1, 1917, there were on parole to the Association 211 men. During the fiscal year ending September 30, 1918, 200 new men were received, making a total for the fiscal year of 411. Of these 187 were discharged from parole after having satisfactorily finished their period of conditional liberty. During the same period there were declared delinquent 33.

Mr. Bohn made 1,118 visits and investigations during the year besides attending Parole Board meetings at several of the State prisons each month, and in several instances the meetings at all the prisons in a single month. In this way he is able to keep in close touch with both the Parole Board and with the men about to be paroled. Also at the time he visits the different prisons there are numerous cases, referred to him during the month, which necessitate interviews with prisoners and prison authorities. On such occasions prisoners protest their innocence, make requests for transfers, ask to be put in touch with some of their friends or relatives, appeal for the care of their

families, make complaints about their treatment in the prison and sometimes ask for help in securing artificial legs, eyes, etc. Following such visits it is always necessary for our parole agent to hold conferences with judges, district attorneys, lawyers and individuals interested in the welfare of certain prisoners. In connection with this work he has obtained the helpful assistance and co-operation of the Voluntary Defenders' Committee in New York city.

The Governor holds monthly meetings at the Capitol, at which time the cases of prisoners asking pardon or commutation of sentence are considered. Through our agent, with the aid of the Voluntary Defenders' Committee or Miss C. P. White of New York city, numerous cases have been brought to the notice of the Governor at these meetings, and in some a pardon or reduction in sentence was obtained.

Among the very numerous instances of assistance given by our parole officer, we choose the following as typical:

B., 21 years old, was paroled in our care from Sing Sing prison, where he served a term of two years. He was again arrested nine months later for petty larceny. Through the intercession of our probation officer sentence was suspended on the new charge and he was returned for violation of parole. His wife called at the office and stated that she was in need of medical attention, and was without funds. Our relief agent arranged for her admittance to a hospital, and on her discharge secured a position for her in a nursery, so that she might have her child with her. Owing to the needs of his family we succeeded in having him reparaoled to us after seven months. A position, in one of the city departments was secured for him and the family was helped to start housekeeping. He was able to hold this position for five months when the disappearance of a coat caused his discharge, although his employer had no proof that he took it, and he did feel that his services were satisfactory. The family was again in need of help and he tried to sell his Liberty Bond, on which he had paid \$22.50, but was unable to do so. The Prison Association bought it, helped the man to secure work again, and when he received his absolute discharge six months later he was working steadily and getting along well.

DEAR SIR.—Your letter of the 3d inst. at hand and I was intensely elated to hear that you heartily approved of my recent departure.

I also wish to convey my sincere gratefulness to you, for the generous and manly treatment you have accorded me since my release.

Square and honorable men are very difficult to meet in this world, and I surely am proud to have the pleasure of possessing your loyal friendship.

I am determined to succeed in my present business venture and if I ever am lucky enough to reach the top of the ladder, I honestly assure you, Mr. Bohn, that I will never forget to pay you the valuable debt of gratitude that I owe you.

Having nothing more of interest to relate I will close, trusting these lines find you enjoying the best of health, I remain

Very truly yours,

M. L.

RELIEF OF PRISONERS' FAMILIES

WE doubt if any part of our daily work is more appealing to us or to the members of our Association, who make this work possible, than the care of the families of men who are in prison. When people are destitute, they require help promptly, sensibly and as liberal as funds will permit. Help does not mean that all applicants need money or that they all ought to have money. Sound advice and the willingness to "stand by" a family or an individual is often the best possible help. Our task is simple, yet frequently difficult, demanding endurance, sympathy and sound judgment. We have been fortunate in having as our relief agent Mrs. H. B. Rodgers, who is essentially sympathetic and equally just.

The number of prisoners' families in distress usually far exceeds our ability to aid them. Therefore, it has been necessary first to hold ourselves within the limit of our resources and to deal as adequately as possible with the families in the borough of Manhattan and The Bronx. It is further necessary to confine our assistance to cases requiring not more than three years of regular assistance. If circumstances necessitate the care of a family for more than three years, the co-operation of other organizations is sought to take over the family. Such arrangements are usually executed with reluctance, but are nevertheless necessary in order to enable us to keep within the limits of our resources.

During the fiscal year ending October 1, 1918, 329 cases were investigated by Mrs. Rodgers.

Two hundred and twenty-three of these families received relief covering a period of from one month to one year.

Steady employment was secured for thirty prisoners' wives or children, enabling them to become self-supporting.

Fourteen prisoners' wives were cared for during confinement and were given the privilege, through the kindness and co-operation of the Association for Improving the Condition of the Poor, to convalesce at the Caroline Rest in the country.

Seventeen families received occasional assistance and the wise counsel of our relief agent.

Fourteen hundred and eighty-four visits were made to prisoners' families.

Fifty-five cases were referred to other societies, because of long sentences.

In nineteen cases arrangements were made whereby families received assistance from their relatives.

During the year \$4,447.48 was expended in relief for prisoners' families.

At the end of the fiscal year forty-eight prisoners' families were receiving regular assistance either in rent or weekly allowance for food and clothing.

We present herewith case histories revealing the pitiful circumstances in which many families found themselves after a prison sentence was imposed. It is obvious that they were in need of a friend and a helper, and the assistance given to them unquestionably demonstrates the value of this work:

When W. J. was sent to Sing Sing prison for two years on a charge of assault, his wife was in the hospital undergoing an operation for internal trouble. His three children, aged 6, 10 and 13, were left to the care of neighbors. When Mrs. J. was able to leave the hospital she was sent with her little family to Spring Valley for a complete rest. During her absence her rent was paid by the Prison Association that she might have her little home on her return. She is well and strong now and able to earn about \$5 a week at embroidery. She does this work at home so that she can care for her children. The Prison Association is continuing to pay her rent of \$10 per month and allowing an additional \$3 per week toward food and clothing. This assistance will be continued until the release of the man from prison.

The family of P. A. was left without any means of support when he was sent to prison on a charge of counterfeiting. His wife and six children the youngest six months and the oldest sixteen years, were destitute. Work was immediately secured for the oldest girl. The younger children were ill and undernourished. A doctor in the neighborhood agreed to attend the family free of charge. The mother is a good seamstress, and work was secured for her at home, so that her little family would not be broken up. The oldest girl is earning \$10 per week and the mother \$7 per week. This money is used for food and clothing. The Prison Association is paying rent of \$11 per month.

When G. A. was sent to Elmira Reformatory for carrying a revolver, his young wife, aged 22, and three children were left without means of support. He had worked steadily as an operator on ladies' suits and earned from \$20 to \$24 per week. They had managed to live nicely on this amount. In desperation Mrs. A. appealed to the Department of Charities to take her babies so that she could break up her home and go to work. The visitor of the Department communicated at once with the Prison Association. After investigation it was decided that as Mrs. A. was a good mother every effort should be made to keep her little home together until the release of her husband. Mrs. A. was ill from worry and undernourishment. She was sent to a doctor and given food and rest for a short time. A society provided milk and eggs. A church agreed to send groceries, and the Prison Association paid the rent of \$9 a month. Mrs. A. is now growing stronger and is very grateful for all the assistance that has been given her.

The family of L. H. was left practically destitute when the man was sent to the penitentiary for disorderly conduct. This was his first arrest. In despair he wrote to the Prison Association and asked for our interest in behalf of his wife and child. The woman was not well but tried to work. The rent was unpaid. She was sent to a doctor who gave her special treatment for about six weeks. She then secured work which enabled her to earn enough for her living expenses. Her rent of \$13 a month was paid by the Prison Association during the man's imprisonment. On account of his good record he was released from the penitentiary in five months.

When M. N. was sent to the Federal prison for 18 months his wife and four children had no means of support. For the past few years Mrs. N. had been receiving treatment for tuberculosis at one of the hospitals. On account of her ill health the family had to live in light, airy rooms at a rental of \$17 per month. Through the hospital she received milk and fresh eggs. The church sent in a weekly allowance for food. The Prison Association paid the rent each month. The husband was released after serving fourteen months. Through the efforts of the Prison Association he secured work as manager of a small restaurant at a salary of \$25 per week.

The family of S. J. was without support when he was sent to the penitentiary. Mrs. J. could not work as she was soon to be confined and there were two children to be cared for. The Prison Association paid her rent of \$15 per month, and another charitable society allowed her money each week for living expenses. Mrs. J. was sent to the hospital for confinement where she received the best medical care. Previous to this man's arrest he had worked

four years with one concern as a salesman, receiving \$23 per week. He was released after serving six months. The case was closed when the man secured work at one of the ammunition factories at a weekly salary of \$36.

The following letters, expressing thanks and appreciation are significant of the feelings of many of the prisoners in knowing that their wives and children are to some extent spared the unavoidable humiliation and hardship.

"I take the liberty of writing you to thank you for the way you have treated my family while I have been away. As you probably know it meant a whole lot to me to have my home and family together when I came home, and I am sure I don't know what would have become of them had it not been for you. I have secured a position now and am doing as well as could be expected, and believe me, Mrs. Rodgers, if I can possibly help it, my family will never be placed in such a position again. So thanking you for everything you have done both for my family and myself." I remain yours,

W.

"Permit me to write these few lines of thanks in behalf of my wife.

"My wife was over to see me last Thursday and she was telling me and has told me all along how good and kind you have been to her since I am away. I, myself, appreciate your kindness very much as I can truthfully say you are the one who has kept my home together for me.

"So before I close I want to thank you again from the bottom of my heart. I sincerely hope and pray that I may never have to ask you for aid again, as I am going to turn over a new leaf when I come out."

I am respectfully yours,

F.

"I am writing to you to let you know that I was to Sea Breeze for one week with the children and we liked it very much I went to Mrs. G. with the letter you sent me and she was very nice to me. Dear Mrs. Rodgers words can never explain how I thank you and may God bless you for your kindness to me. With all good wishes to you,"

Yours truly,

Mrs. F.

"I suppose you have been waiting patiently to hear from me. I was sent away Thurs. and just got time to write you a few lines.

"Well Mrs. Rodgers this is a very nice place, the air is wonderful here.

"We have a Beautiful room 4 of us girls together called (The Sacred Heart room).

"I went to confession this evening, the sisters are lovely. It is quite cool here in the mornings and coming on evenings. We go to bed at 8 o'clock and rise at 7—I suppose it is very warm in the city at present. Now Mrs. Rodgers I thank you very much for your kindness to have had me sent here.

"The only way I can show my gratitude at present is a remembrance in my poor prayers. Hoping that our Blessed Lady will have God's choicest blessings showered upon you."

I remain yours respectfully,

Mrs. K. W.

"I have just received your communication in which you have generously promised to pay the rent for my wife and baby until my release.

"I wish to offer my sincere thanks to you, Madam and the Association, for this great relief in my misfortune.

"The help you have thus afforded my poor little family will forever keep me indebted to you, and I beg to add that I shall, upon my return, endeavor to refund to the Association any expense it may have incurred on my account.

"Until then I can do nothing but express to you my sincere gratitude.
I am,"

Thankfully yours,

H. L.

As usual and with the same pleasure as in former years we have been able, through the generosity of a number of our friends, to provide Thanksgiving and Christmas dinners. Again we desire to thank the Ritz-Carlton hotel for supplying meat and groceries for each basket at Christmas.

At Thanksgiving fifty-four families received a Thanksgiving basket, each basket containing:

1 10 lb. turkey.	1 can soup.
2 lbs. sugar.	1 can corn
$\frac{1}{2}$ lb. coffee.	1 can peas
1 package tea.	1 can tomatoes
1 quart potatoes.	6 apples and \$1 in cash.

At Christmas sixty-two families received a Christmas basket, each containing:

1 10 lb. turkey.	1 can corn.
3 lbs. sirloin of beef	1 can peas.
1 qt. potatoes.	1 can tomatoes.
2 lbs. sugar.	6 apples.
$\frac{1}{2}$ lb. coffee.	1 box cocoa, and
$\frac{1}{2}$ lb. tea.	\$1.00 in cash.

Assisting the relief bureau is an auxiliary committee meeting once a month. Generous assistance has been rendered by this committee, the chairman of which is Mr. A. M. Hadden.

SPECIAL EMPLOYMENT BUREAU

IN our previous annual report, Chapter Eight was devoted to a thorough analysis of the activities of this Bureau. The work of the Bureau was under the supervision, until August, of Mr. Blatchly, who then received an appointment in the Army Ordnance Department in New York city. Miss Gibbons, who acted as assistant to Mr. Blatchly, has continued the work.

The conditions and problems presented at that time have changed during the year. Principally there have been fewer applicants. The majority of the type, who in previous years applied for work, were apparently able to obtain it through their own efforts. On the whole the character of the applicants has been inferior to that of other years, necessitating, despite favorable conditions, more than the usual effort to finally place them. The able-bodied man could be placed in some local government work, or out of town. The physical weaklings and cripples were numerous, but even they could be eventually placed. One-armed men were hired as porters; one-legged men were placed as watchmen; one-eyed men, or those otherwise handicapped were placed as janitors' helpers.

The changes referred to were brought about by the unusual demand made upon the labor market for war needs. The usual prejudice shown by employers regarding ex-prisoners was almost entirely removed, either by change of attitude or as a matter of necessity. Employers were willing to pay higher wages and were less exacting in educational and experience requirements.

Several applicants who had had advanced schooling, despite their superior educational qualifications were not

as easy to handle as would be expected. They were not physically fit or willing to engage in heavy manual labor, for which there was much demand. Their lack of specific business training and their unwillingness to take ordinary clerical positions, such as checkers or record keepers, served further to intensify the problem.

The co-operation of the United States Employment Office was most helpful in obtaining out-of-town employment for applicants. Some of our applicants for local work were placed through the aid of the Clearing House for Employment Offices. Valuable assistance was also rendered by the Red Cross Institute for Handicapped Men and the National League on Urban Conditions among Negroes.

In connection with the employment work the supplying of immediate and material assistance is a necessary and important part. Many applicants were in need of lodging, meals, and frequently clothing. Lodgings and meals were provided sometimes only for one night and then again for perhaps a week or even longer until the applicant was able to provide for himself. During the fiscal year ending September 30, 1918, there were provided 580 lodgings, 2,527 meals and clothing, numbering in all 204 garments. These included socks, collars, underwear, hats, overcoats and suits.

During the year 320 ex-prisoners made application to the Employment Bureau for work. Of this number 253 were placed by the Bureau, 47 succeeded in obtaining work through their own efforts before the Bureau could place them. The remaining 20 were not given employment either because they were intoxicated, refused to work, joined the army or did not return after the first visit.

The criminal record as stated by the applicants is set forth as follows:

Convicted first time	140
Convicted second time	70
Convicted third time	22
Convicted four times or more.....	64
Not known	24

The salaries for applicants assigned to work ranged from \$6 to \$35 per week and for those furnished with room and board, \$20 to \$55 per month.

With the end of the war there is every reason to believe that many of the old problems will again confront us. The number of applicants will increase. Employers will probably be more particular as to the man whom they desire for certain work. This will perhaps react unfavorably for the man who has been in prison. It will therefore be necessary to bring into play every possible resource, and the best efforts of the Bureau. The discharged man must be given employment and encouraged to work if he is to be expected to conduct himself to his own and society's advantage.

The following brief histories and letters are indicative of the problems and work of the Bureau:

A. B., a young colored fellow, 21 years of age, called here in July, 1917, with a letter of introduction from the superintendent of the Connecticut Reformatory. His right hand was off at the wrist, but he insisted that he was able to do porter work. A position at light porter work was secured for him, and he was regularly placed by the Connecticut Reformatory on parole to this Association. He held his first position until November, 1917, when he asked permission to change to a better job. Since that time he has been working steadily, reporting regularly, and in July, 1918, received his discharge. The following is a letter received from him:

"Just a line to thank you, Mr. B., for taking such good interest in me for the past twelve months.

"Since I came down from the Connecticut State Reformatory I have led a good clean life. I worked and saved my money and to-day I am a young man free from all institutions, with a good position in a theatre (as a porter) and a small business of my own (agent for chewing gum), three liberty bonds and several war saving stamps, and I hold my discharge from the Reformatory. I received it the other day. I am on the right road now and I thank you, Mr. B., a thousand times."

In January, 1918, C. F., 21 years of age, was referred to us for work. He had no trade or special training, a poor education and at the time of his arrest,

was working as a laborer. While in State prison he had his left hand crushed in a machine, which made it impossible for him to do laboring work. A position was secured for him as a helper on a delivery automobile of a large book store, where he remained until September, when he secured a better job, where he is now working. He has been keeping house with his sister, but as his salary is small, he has not been able to buy necessary clothing. We have therefore given him an overcoat and some other necessary clothing.

A well educated man was paroled from a Federal penitentiary to the Prison Association with the request that work be obtained for him in New York, if possible. This man was a Southerner and had never been to New York before. A good clerical position with a large firm was secured for him and he was given money for his room and board until he could draw his salary. In October he called at the office to report that he had secured a position at a larger salary and he hoped soon to be able to bring his wife and children to New York. He has paid back all the money that we advanced to him, is working steadily and we believe giving satisfaction. His parole period is for six months and he will receive his final discharge in January.

J. F., 21 years old, called here in September, 1916, to secure work. He had served a term in the Catholic Protectory and the State Reformatory at Elmira. He was married and had one child. His wife's sister and her five children also lived with them. His sister-in-law worked during the day and his wife took care of the children. He said it was impossible for them to support so large a family and asked that some of the children be committed to an institution. An earnest effort was made to do this, but as the father of the children was in the Italian army, no institution here would receive them. Their mother refused to have them deported. Some time later word was received that their father was killed in action, and his widow would receive a pension monthly from the Italian consul. In the meantime work had been secured for J. F. in a piano factory where he remained four months. He is not very strong, was afraid of tuberculosis, and felt that the work was too close. Many jobs have been secured for him since his release, but he never stays in them for more than a few months. We have given him money for temporary relief several times, which he has refunded as soon as he secured work. He is working now and the family seem to be getting along well. However, this case is one that needs constant supervision, and the fact that he has not been released from parole, although discharged from prison in June, 1916, is perhaps one of the greatest helps in keeping him "straight."

BUREAU OF INSPECTION AND RESEARCH

THE plan of activities for this department during the year has been similar to that of the previous year, covering principally three specific fields, viz., inspection, special studies and legislation.

I. INSPECTION. Many of the county jails, county penitentiaries, male and female reformatories and some of the institutions in the Department of Corrections of New York city were inspected. As mentioned in the 1917 report it was intended to make a special study of the State prisons during the year, but this was postponed because of the conditions brought about by the war and the time required to make several other special studies.

Our campaign for employment of prisoners in the county jail was continued. Special effort was made to induce boards of supervisors, who had not fallen in line with those of other counties, to establish some form of employment. Agricultural work was strongly urged. This resulted in some instances in the leasing or purchasing of land or in sending prisoners to cultivate county poorhouse farms. Undoubtedly during the year the labor of jail prisoners has been more generally used and to better advantage than ever before. The surprisingly low population in many county jails prevented a much desired extension of employment.

To obtain more satisfactory results, subsequent to inspections, the plan of interesting local persons and organizations was again employed. In some instances this resulted in general supervision of a particular institution, and in others in bringing pressure to bear on county officials.

There have been no new jails constructed. Structural improvements in some of the older jails have been temporarily delayed because of the difficulty in obtaining necessary supplies, particularly steel. Likewise the construction work both at Sing Sing and Wingdale was suspended.

At Sing Sing part of the old cellblock has been razed, and the old stone blocks removed to the prison yard, for future use, perhaps in building foundations. Some progress has been made on the present site, at Sing Sing, east of the railroad tracks. The land has been levelled, stone and sand prepared and collected.

It is to be regretted that the psychiatric work, so efficiently conducted under the able supervision of Dr. Glueck, was continued only for a part of the year, owing to Dr. Glueck's entrance into the army service. It was felt that Dr. Glueck was the opening wedge in the Prison Department for a more scientific and sensible treatment of the offender.

Conditions in the Department of Correction are very similar to those reported in the summary embodied in the previous report. The remodelling of part of the industrial building at the penitentiary has progressed. The psychological and psychiatric work has not been carried on, because of the lack of specialists in this field, and necessary appropriations. A systematic organization and distribution of inmates from the penitentiary, which is intended as a clearing house, to the various other institutions by the practical application of the principles underlying the new system, has not as yet been fully developed. The construction work at New Hampton Farms continues and the administration building is about completed.

There has likewise been a noticeable decrease in the population of the institutions throughout the Department. This has reacted in many ways, particularly in the diminishing of the labor problem. The regular institutional

work, and the strictly industrial activities at the Penitentiary and Hart's Island, and the construction work on Riker's Island, and at New Hampton Farms offered practically sufficient employment for the small number of inmates. The time required to transfer the industrial equipment from the penitentiary to Hart's Island resulted in an unavoidable decrease in production.

During the year the cornerstone was laid for the administration building of the new Woman's Farm of the Department of Correction at Greycourt in Orange County. It is expected that much progress will be made during the coming year in the building of this new institution.

The cleanliness of the institutions visited in the department satisfied on the whole the usual requirements. The obnoxious bucket system prevails at the workhouse and the penitentiary. The dormitory system at the workhouse remains the same and therefore still deserves to be criticised as a bad combination of cell and dormitory system.

II. SPECIAL STUDIES. The Association has endeavored to organize throughout the State local groups to work in co-operation with the Association in dealing with local problems and in carrying out so far as possible the general work of the Association in their respective communities. The value of this is emphasized in the results obtained in Monroe County, as set forth in previous reports. To obtain a general knowledge of conditions and a program for a broader field of activity, the local committee in Rochester requested that a survey be made. The following brief examination of existing systems and agencies in Monroe County is presented principally to illustrate the nature and value of such work. The plan of the survey made by Mr. Cass embraced a study of the courts, viz., the city, county and children's, and the probation system in connection with these courts. Likewise the county jail and penitentiary conditions were presented, the Shelter Home for

Juvenile Offenders was visited, also the Detention Home for Women as part of the City Court. A member of the County Engineer's staff was consulted concerning the employment of prisoners. The relief work for discharged prisoners and prisoners' families was also studied. The findings and the subsequent recommendations are set forth below.

SURVEY OF ROCHESTER'S CORRECTIONAL SYSTEM

COURTS. In the City of Rochester there is a City Police Court, a City Court for Women, the Children's Court and the County Court. All juvenile offenders, both in city and county, are brought to the Children's Court in the City of Rochester. The cases of misdemeanants over 16 years of age, male and female, outside of the City of Rochester, are disposed of by the various justices.

CITY COURT. The City Court is presided over by Justice W. C. Kohlmetz. There is a court room for women and a separate one for men. Women's cases are tried the early part of the morning and after adjournment of that court, the City Court for men convenes. Sometimes it is necessary to bring women offenders into the Men's Court, and at such times only those interested in the case are permitted to remain in the court room. Occasionally jury trials are held, and in the Men's Court six jurors are chosen. The feature of an entirely separate court room for women offenders is highly commendable and the advisability of having the same for the Men's Court is worthy of consideration. It seems unnecessary and unwise to have so many persons sitting in the Men's Court room during the progress of a case in which they, in many instances, have no direct connection other than curiosity.

CHILDREN'S COURT. The organization and work of this court is also highly commendable. It is presided over by County Judge Stephens. Sessions are held in a separate

the judge and the probation officers. Preliminary investigations when made by the probation officers are apparently done very thoroughly. Cases residing in the city of Rochester are visited at least once a month and in rural districts the visits average every two months. In the rural districts the aid of volunteers is generally sought, although it is found that in many instances volunteer work is not at all dependable. A large number of the boys on probation report to the probation officer once a week.

Physical and mental examinations are made whenever necessary. Discharges are usually made by the chief probation officer, but sometimes where the judge has taken a special interest, cases are again referred to him before discharge.

COUNTY COURT. There are few cases placed on probation in the County Court. These, both male and female, are taken care of by Mr. Masters. Preliminary investigation is usually made for these cases.

PLACES OF DETENTION. Children under sixteen from all parts of the county are brought to Rochester and placed in the Detention Home maintained by the Society for the Prevention of Cruelty to Children, pending investigation or awaiting arraignment. Males sixteen and over outside of Rochester are placed in the town lockups prior to arraignment, and later are either discharged, placed on probation or sent to the county penitentiary. Women sixteen and over are brought to the First Precinct Police Station where separate detention rooms of a very satisfactory character are available. Women are placed under the supervision of the matron.

THE COUNTY JAIL. The jail is under the control of the sheriff, who is responsible to the board of supervisors. This structure, described in detail in previous reports of this Association, is in brief a combination of old and new type. The pit section, which represents the old type of

structure, is in many ways undesirable, but probably it will necessarily stand for some time. The new section is generally satisfactory. In this institution police court cases, cases awaiting the action of the grand jury and county court cases are detained. Very satisfactory quarters are available for female prisoners and separate quarters are available for civil prisoners.

PENITENTIARY. The penitentiary is under the control of the superintendent, who is responsible to the board of supervisors. The penitentiary is also a combination of old and somewhat modern construction. They come not only from Monroe County but from many of the adjoining counties. Those from counties other than Monroe are received under the terms of an agreement between the Monroe County board of supervisors and the boards of supervisors of the other counties.

RELIEF OF DISCHARGED PRISONERS AND PRISONERS' FAMILIES. There is no particular organization in the city of Rochester or the county giving special attention to the care of released prisoners. There is the Salvation Army and a City Mission, and also a City Employment Bureau, but none of these give any special attention to the penitentiary prisoners. Some prisoners go to the Mission and others to the Salvation Army. Some of the women, discharged from the penitentiary, return to the First Precinct Police Station for shelter. One of the matrons stated that she occasionally takes some to her home.

The needs of prisoners' families are evidently provided for by the City Department of Charities and the Charity Organization Society.

RECOMMENDATIONS.

1. **COURTS.** The need for psychiatric work in connection with the Police Court should be seriously considered. For most of the offenders appearing in that court, particularly

repeaters, the judge should have a complete, comprehensive knowledge of the mental, physical and social history of the prisoners. To some extent this is done in connection with the Children's Court. Perhaps it would be possible to eventually extend the activities of the psychiatric clinic of the city of Rochester Health Department to the courts and the penitentiary.

2. PROBATION. There should be in connection with the probation work of the Children's Court more preliminary investigation of cases. There is need of better supervision for cases on probation in the rural districts.

The probation work for cases disposed of by the City Courts needs to be greatly improved, as follows:

- (a) There should be one more probation officer, approximating one for every 60 cases.
- (b) The services of a paid clerk to keep the necessary and important records should be had.
- (c) All cases for probation should be investigated by a probation officer before disposition is made by the court.
- (d) There should be a decided increase in the supervision of cases on probation. By this is meant checking up of weekly reports as to employment, savings, home life, associates, etc., the amount of such supervision depending on each individual case, some requiring more guiding and help than others.

The general practice of placing all women offenders on probation is not a wise one. Undoubtedly if preliminary investigation were made in every case, it would be found that some cases are not deserving of the benefits of the probation system. A too liberal application is not only an injustice to the individual, but also to the system as a whole. Therefore, it seems that the work could be improved by preliminary investigation in practically every case before disposition by the court.

3. PLACES OF DETENTION. The places of detention for juveniles is apparently satisfactory. Likewise the quarters for women held for the City Court.

The Jail. The needs of the jail are as follows:

- (a) A mattress should be placed in every cell, with possibly the exception of a few in the pit section. Monroe county jail stands practically alone as compared with the jails in the State in this respect.
- (b) The physician should visit the jail daily and so far as possible examine every new admission.
- (c) Every case of illness should be reported to the physician and record kept as to his treatment of the same.
- (d) Separate bathing accommodations in the new wing should be provided for minor males.
- (e) Bread, rolls and other articles of food, and eating utensils should not be kept in the cells of the pit section. Everything should be kept in the kitchen until a few minutes prior to meal time.

The Penitentiary.

- (a) The use of the bucket system in the penitentiary is undesirable, but at the present time, because of the high cost of materials, labor, etc., the installation of a toilet in each cell seems unwise to suggest.
- (b) There is need for the physical and mental examination of every new admission. At present the principal keeper acts as the physician so far as physical examination goes.
- (c) In connection with the penitentiary, the establishment of the indeterminate sentence and parole is advisable. This will abolish the frequent short sentences and make the prisoner's release depend upon his conduct and achievements within the institution, together with his general fitness. The law is now applied to the New York County peni-

tentiary and workhouse, and in general the results have been satisfactory. At any rate the inmates receive a more intensive study and the haphazard method of release has been discontinued.

- (d) The lack of sufficient employment for prisoners of the penitentiary, in normal times, presents a serious and important problem. In the past the following suggestions have been made for its solution:

- (1) Work on the highways. This suggestion did not meet with much encouragement, because it was felt that the undertaking would be costly compared with the benefits that might be derived. However in Onondaga and Erie counties the penitentiary labor has been used to much advantage on the highways.
- (2) The employment of prisoners in a quarry. This was said to be impossible, because there are only two quarries in the county, both a considerable distance from the penitentiary and owned by private concerns.
- (3) The revival of the industries. This matter was brought to the attention of the board of supervisors and they were reminded that under recent legislation articles manufactured in the penitentiary could be sold, not only to the institutions in Monroe county, but also through the the State Prison Department, to institutions in the State. There has been opportunity for the State Prison Department and the board of supervisors to get together on this, but as yet nothing has developed.

- (4) It has been suggested that, in the late fall, stone collected from the old stone wall fences in the vicinity of the penitentiary be broken at the penitentiary by the prisoners. Surely some need for it could be found and it would at least abolish the deplorable idleness which exists in the institution during the late fall and winter months. It would be much better to find men breaking stone in the shed than sitting in idleness in large numbers in the halls of the shop buildings. If this operation had to be conducted at a loss, it seems that it could be overcome by returns from the farm activities.

Until the board of supervisors get together with the Prison Department in the matter of industries, and the labor unions are persuaded to relinquish their objections to the use of inmate labor, it would seem that the stone-breaking suggestion is the only feasible one for the temporary abolition of the idleness. While there is no particular problem at present, due to the unusually small population, there is, nevertheless, every reason to believe that at some time, perhaps in the near future, the problem will again present itself and perhaps in a more aggravated form. Therefore, it seems logical at this time to act toward a solution. With the exception of the Albany county penitentiary and some jails the condition of idleness in the Monroe county penitentiary is unparalleled in the State.

RELIEF FOR DISCHARGED PRISONERS. There is need for the organization of a group to specialize in the work of assisting discharged prisoners. The sympathy and co-operation of the warden of the penitentiary should be enlisted. For such persons, lodging, clothing, meals and employment should be provided for a temporary period in order to give the discharged man a chance to get started.

By request of the New York School of Philanthropy, Mr. Klein devoted considerable time to writing a general history of correction in New York State. This contribution was intended to constitute a part of the history of social work in New York State. The plan was not carried out in its entirety, but it is expected that the history of correction will soon appear in a separate volume.

III. LEGISLATION. The Prison Association was represented in Albany during the 1918 session of the Legislature by Mr. Cass. The Association's activities were concentrated principally on two bills, one for the admission of misdemeanants as well as felons to the Elmira Reformatory, and another to reorganize the New York City Board of Parole. The Association favored the former and opposed the latter. Both bills failed of passage.

Active lobbying was carried on in connection with many other bills introduced by other organizations or individuals.

The important legislation passed during the session is set forth on pages 54-58.

LEGISLATION DURING THE YEAR

THE following is a summary of legislation passed during the 1918 session and affecting directly or indirectly the administration of the prisons and the treatment of the offender:

Chapter 457. Amending Section 2188 of the Penal Law to provide as follows:

1. That all courts may either suspend sentence or impose sentence and suspend the execution of a whole or a part of the judgment and place the defendant on probation for all offenses except those punishable by death or life imprisonment notwithstanding the provisions of any other general statute. Law previously not clear as to the power of courts to suspend the execution of judgment. This was denied by recent court decisions. Law previously forbade placing defendants on probation for any offense punishable by more than ten years' imprisonment or after a second conviction of a felony.

2. That the suspension of sentence or suspension of the execution of judgment may be revoked at any time while defendant remains on probation even though the period extends beyond that for which he might have been committed in the first place. (Law contradictory before, this section providing that suspension of sentence and hence probation could continue only during the longest period for which a defendant might have been committed in the first instance.)

3. Upon revoking the suspension of the execution of judgment, the court, instead of simply putting the original sentence into effect, for its unexpired term may modify the judgment or pass and impose any sentence which it might have imposed in the first instance.

These amendments extend the power of the court to use probation for all offenses except murder and a fourth or subsequent conviction of a felony (for which the punishment is life imprisonment); allow longer periods of probation in some instances and provide for better enforcement of the conditions of probation.

Chapter 443, amending Section 483 of the Code of Criminal Procedure so as to make it consistent with Section 2188 of the Penal Law, as amended and making minor improvements in the phraseology.

Chapter 467, amending Section 470-a of the Code of Criminal Procedure to make it consistent with Section 2188 of the Penal Law as amended.

Chapter 464, creating a county children's court in Chautauqua County as a part of the county court, to have exclusive jurisdiction in all cases of children under 16 years of age. Chancery procedure provided that, far as possible, the best provisions of recent children's court legislation incorporated.

Chapter 516, amending the Inferior Criminal Courts Act of New York City, providing that in bastardy cases in the New York City Court of Special Sessions the father may be placed on probation.

The following may be mentioned as indirectly affecting probation:

Chapter 388, providing that children must be at least 12 years of age to be admitted to the State Agricultural and Industrial School.

Chapter 418, providing that female prisoners in the inferior courts in New York City may be remanded for purposes of investigation and study for a period not to exceed 14 days.

Chapter 419, providing that the New York City Board of Magistrates may abolish the Night Court for women.

Chapter 264, providing that all persons convicted of being prostitutes or frequenting houses of prostitution shall be examined for venereal disease by the Board of Health; providing also for the examination of others suspected of having venereal diseases.

Chapter 361, forbidding pawnbrokers from receiving or purchasing goods from children under 16.

PRISONS AND PRISON LAW. Chapter 391 authorizes the State Commission on New Prisons to construct a substitute highway in connection with the building of the new prison at Wingdale. Prison labor is permitted.

Chapter 566, appropriates funds for increases in the salaries of guards and certain other officers and employees of industrial departments of the State prisons.

Chapter 915 increases the salaries of guards in the State prisons by \$200 a year.

Chapter 550 provides that prisoners sent to penitentiaries, county jails or jail farms for a definite term, not exceeding one year exclusive of a term imposed as alternative for payment of a fine, may earn commutation of five days for each month by efficient and willing performance of duties.

Chapter 334 amends Section 214 of the Prison Law by providing that nothing therein contained shall prevent the parole board from paroling or discharging inmates subject to parole at any time, and as of any time, after the expiration of any minimum term upon such conditions, not incompatible with the welfare of society, as they deem advisable.

Chapter 100 amends Section 183 of the Prison Law by changing from October 1 to July 1 the date by which estimates must be filed with the Prison Commission, etc.

Chapter 89 amends Sections 410 and 411 of the Prison Law by providing for the pensioning of persons employed under the Superintendent of State Prisons.

Chapter 364 amends Section 52 of the Prison Law by providing that application for an order for enforcement of rights and powers of the State Prison Commission may be made to the Appellate Division of the Supreme Court of the judicial district or department where the institution is situated as well as to the special term.

Chapter 29 creates the office of deputy superintendent of prisons.

PENAL LAW. Chapter 466 amends Section 2196 of the Penal Law by permitting police justices, justices of the peace or other magistrates to make sentence to a county jail as well as to a penitentiary. This allows some leeway in cases where contract for the board of prisoners in a county penitentiary exists between the boards of supervisors of two counties.

Chapter 269 amends Section 2182 of the Penal Law and provides that the cost of maintaining felons sentenced to imprisonment in a penitentiary shall be paid by the State at the rate of 60 cents per day per capita.

Chapter 274 amends Section 2370 of the Penal Law by increasing from 45 cents to 60 cents per day per capita, the amount allowed by the State for the maintenance of tramps.

APPROPRIATIONS. Chapter 150 provides \$10,000 to be used by the State Hospital Development Commission to further its work.

CODE CRIMINAL. Chapter 78 amends Section 740-a of the Criminal Code by increasing the fees of justices of the peace in criminal cases.

TOWN LAW. Chapter 302 adds a new Section 105-a to Town Law, providing for submission upon petition of 5 per cent. of the registered voters of a town of Monroe County of the proposition to reduce the number of justices of the peace to one and to provide for election of four town trus-

tees. The terms, powers and duties of such justices are prescribed.

Chapter 398 adds a new Section 107 to Town Law, authorizing the town board of a town in a county of over 300,000 adjoining New York city to provide that justices of the peace shall receive an annual salary instead of fees for services in criminal actions and proceedings.

Legislation intended to abolish capital punishment for minors was defeated, likewise an attempt to abolish the so-called "third degree methods" of obtaining confessions and information. The efforts of the State Prison Commission to obtain authority to close unsatisfactory county jails were defeated.

TREASURER'S REPORT

SCHEDULE A

Statement of Assets and Liabilities at Date of September 30, 1918

<i>Cash:</i>	ASSETS	
Bank of the Manhattan Co.....	\$4,209 39	
Union Trust Co.....	798 34	
Mechanics and Metals National Bank.	656 39	
New York Life Ins. and Trust Co....	240 50	
Petty cash	181 93	
Sundry debtors (cash items).....	118 23	
United States Trust Co.....	41 23	
	\$6,246 01	
Sundry creditors (cash items).....	150 00	
		\$6,096 01
<i>Investments (at cost):</i>		
<i>Endowment Funds:</i>		
General Fund	\$74,002 11	
Dudley Jardine Fund.....	10,138 43	
John Innes Kane Memorial Fund..	5,000 00	
Mary H. Brush Fund.....	3,000 00	
Julia Billings Fund.....	2,500 00	
Samuel H. Jackson Fund.....	2,499 50	
George L. Hall Fund.....	1,000 00	
		98,140 04
<i>Real Estate (at cost):</i>		
House and lot, 135 East 15th street.....		22,500 00
<i>Due from Reformatories:</i>		
New York State, Elmira.....	\$75 00	
Napanoch	25 00	
		100 00
<i>Interest Accrued:</i>		
Investments		1,441 78
<i>Prepaid Expense:</i>		
Insurance premiums		78 65
		\$128,356 48

LIABILITIES

Expenses, due or accrued.....	\$135 29	
Special donations	44 74	
		\$180 03
<i>Funds Held in Trust:</i>		
<i>American Prison Association:</i>		
Convention expenses		2,016 34
<i>Capital:</i>		
<i>Endowment Funds:</i>		
General Fund	\$74,084 95	
Dudley Jardine Fund.....	10,138 43	
John Innes Kane Memorial Fund..	5,000 00	
Mary H. Brush Fund.....	3,000 00	
Julia Billings Fund.....	2,500 00	
Samuel M. Jackson Fund.....	2,500 00	
George L. Hall Fund.....	1,000 00	
Assistant Secretaries' Fund.....	797 44	
Reserve Fund	240 50	
	\$99,261 32	
Capital account	26,898 79	126,160 11
		\$128,356 48

SCHEDULE B

Receipts and Expenditures for the year ending September 30, 1918

RECEIPTS

Balance, September 30, 1917:

Mechanics & Metals National Bank	
— Special Fund	\$1,686 39
Union Trust Co.....	979 99
Bank of the Metropolis.....	922 49
Sundry Debtors (cash items).....	285 27
New York Life Ins. & Trust Co.....	240 50
Mechanics & Metals National Bank —	
General Fund	170 62

TREASURER'S REPORT

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Petty cash	\$126 89	
United States Trust Co.....	80 40	
	<hr/>	
	\$4,492 55	
Sundry creditors (cash items)	145 00	
	<hr/>	\$4,347 55
<i>Donations:</i>		
General	\$18,928 24	
Assistant Secretaries' Fund.....	3,929 53	
General relief	2,592 81	
Employment Secretary's Fund.....	2,102 00	
Special relief	1,426 18	
Endowment Fund	300 00	
Refunds	198 20	
	<hr/>	29,476 96
<i>Investments:</i>		
Payment of Goubert mortgage.....	\$2,500 00	
Payment of Cross mortgage.....	2,000 00	
Payment on account of Modry mort- gage	750 00	
	<hr/>	5,250 00
<i>Interest:</i>		
Investments	\$4,747 96	
Bank balances	21 82	
	<hr/>	4,769 78
<i>Funds Held in Trust:</i>		
American Prison Association, conven- tion expenses		2,099 00
<i>Reformatories:</i>		
New York State, Elmira.....	\$900 00	
Napanoch	300 00	
	<hr/>	1,200 00
		<hr/>
		\$47,143 29
		<hr/>
<i>Investments:</i>		
EXPENDITURES		
Purchase of Bonds, as follows:		
\$3,600 Anglo-French, 5's.....	\$3,378 75	
\$2,000 Dominion of Canada, 5's...	1,885 00	
350 Liberty, 4's.....	350 00	
	<hr/>	\$5,613 75

Special Donations for general relief of

food, lodgings, rentals, coal, clothing, car and railroad fares, etc....	\$1,053 41	
Thanksgiving and Christmas relief..	859 07	
Special appeals	256 03	
	<hr/>	\$2,168 51

Funds Held in Trust:

American Prison Association, Convention expenses	82 66
Exchange on cheques.....	2 48

General Secretary — Bureau of Administration:

Service	\$11,039 26	
Postage	1,045 92	
Annual reports	668 13	
Printing and stationery.....	552 20	
Transportation, hotels and carfares..	478 61	
Telegrams and telephone.....	417 12	
Appropriation toward publication of "The Delinquent".....	319 64	
Sundry payments	199 21	
Office supplies	182 93	
Newspapers and periodicals.....	77 00	
Library	51 55	
Furniture and fixtures.....	43 40	
Photos and films (mainly half-tones for appeals)	25 80	
Prison Sunday	20 00	
Express and cartage.....	4 23	
	<hr/>	15,125 00

Assistant Secretaries — Bureau of Investigation and Research:

Service	\$3,344 04	
Transportation, hotels and carfares..	732 63	
Sundries	31 63	
	<hr/>	4,108 30

TREASURER'S REPORT

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Bureau of Relief:

Rent, board and lodgings.....	\$2,645 00
Service	994 98
Food	897 00
Transportation, hotels and carfares..	86 79
Sundries	24 02
Moving and storage.....	19 00

\$4,666 79

Bureau of Employment:

Service	\$2,768 80
Relief	366 30
Postage	70 72
Transportation, hotels and carfares..	22 90
Sundries	24 05

3,252 77

Bureau of Probation:

Service	\$2,722 15
Transportation, hotels and carfares..	92 30
Sundries	43 34
Relief	3 75

2,861 54

Bureau of Parole:

Service	\$1,449 99
Transportation, hotels and carfares..	435 97

1,885 96

House:

Service	\$441 83
Fuel	339 84
Repairs	222 31
Light	135 04
Supplies	113 00
Taxes	27 50

1,279 52

Balance, September 30, 1918:

Bank of the Manhattan Co.....	\$4,209 39
Union Trust Co.....	798 34
Mechanics and Metals National Bank.	656 39
New York Life Ins. & Trust Co....	240 50
Petty cash	181 93

Sundry debtors (cash items).....	\$118 23	
United States Trust Co.....	41 23	
	\$6,246 01	
Sundry creditors (cash items).....	150 00	
		\$6,096 01
		\$47,143 29

SCHEDULE C

Investments at date of September 30, 1918

<i>Bonds:</i>	<i>Maturity</i>	<i>Valuation (at cost)</i>
\$11,000 United Kingdom, 5½'s.....	1921	\$10,543 75
10,000 Northern Pacific — land, 3's.....	2047	6,687 50
6,000 Baltimore & Ohio, refg. & Gen., 5's.	1995	6,082 48
6,000 New York Central, refg., 4½'s.....	2013	5,708 75
6,000 Chic., Mil. & St. P., refg. & Gen., 4½'s	2014	5,682 50
5,000 Chicago & Northwestern, gen., 4's..	1987	4,943 75
5,000 Chic., R. I. & Pac., gen., 4's.....	1988	4,823 75
4,500 Anglo-French, 5's.....	1920	4,219 50
4,000 Dominion of Canada, 5's.....	1919	3,802 50
2,000 Peoria Water Works, 4's.....	1948	1,168 44
1,000 Oregon Short Line, 1st mtg., 6's...	1922	1,081 33
1,000 St. Paul City Ry., 5's.....	1937	1,013 33
1,000 Texas & Pacific, 1st mtg., 5's.....	2000	959 45
1,000 Minn., St. P., & S. S. M., 4's.....	1938	947 50
1,000 Oregon Short Line, refg., 4's.....	1929	907 56
1,000 Southern Pac., C. P. stk. coll., 4's..	1949	840 89
500 Union Pacific, land, 4's.....	1947	487 50
350 Liberty, 4's.....	1932	350 00
350 St. Louis & San Fran., prior lien, 4's	1950	264 56
100 St. Louis & San Fran., adj. mtg., 6's.	1955	
<i>Bonds and Mortgages:</i>		
Place, 4½'s.....		15,000 00
Modry, 4½'s		9,500 00
Lerner, 5's		4,500 00
Gatehouse, 5's		3,250 00
Riva, 4½'s		2,000 00

Stocks:

10 shares Atchison, Topeka & Santa Fé, preferred	\$980 00
10 shares Atchison, Topeka & Santa Fé, common.	930 00
10 shares Union Pacific, preferred.....	800 00
5 shares Union Pacific, common.....	595 00
1 share Baltimore & Ohio, preferred.....	70 00
	<hr/>
	\$98,140 04
	<hr/>

I certify that I have examined the books, accounts and vouchers of the Prison Association of New York for the year ending September 30, 1918, and that the above statements are correct.

HENRY C. SCHENCK,

Auditor.

44 and 46 Cedar Street, New York, N. Y.

CONTRIBUTORS

LIFE PATRONS

By Contributions of \$500 or More at One Time

Barbey, Mrs. Henry I.	New York Foundation.
Brewster, Robert S.	Phipps, Henry.
Brown, M. Bayard.	Pyne, Percy R.
Clark, F. Ambrose.	Rockefeller, John D.
Dodge, Cleveland H.	Sage, Dean.
Gold, Cornelius B.	Schiff, Jacob H.
Harkness, E. S.	Schiff, Mortimer L.
Harrah, Charles J.	Scott, William H.
Holter, Mrs E. O.	Stetson, Francis Lynde.
James, Arthur Curtiss.	Stewart, Lispenard.
Kane, Mrs. John Innes.	Tiffany, L. C.
Lewisohn, The Misses Alice & Irene.	Woerishoffer, Mrs. Anna.
McHarg, Henry K.	

HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

C. S. S.
G. W. W.
A Friend.
Anonymous.
Astor, Mrs. Ava Willing.
Auchincloss, C. C.
Auchincloss, Mrs. C. C.
Auchincloss, Mrs. E. S.
Baker, George F.
Bell, Mrs. Gordon Knox.
Boettger, Henry W.
Bowen, Mrs. Harry S.
Brokaw, George T.
Brown, Alexander H.
Brownell, Miss Matilda A.
Bruce, Miss Sarah E.
Carnegie, Andrew.
Cary, Miss Kate.
Chapman, Mrs. John J.
Chisolm, B. Ogden.
Chisolm, W. E.
*Choate, Joseph H.
Choate, Mrs. Joseph H.
Clark, Edward Severin.
Clark, Mrs. Stephen C.
Clarke, Miss Florence M.
Clarke, Mrs. Lewis L.
Clyde, William P.
Clyde, Mrs. William P.
Colgate, William.
Connor, W. E.
Cooper, James Fenimore.
Cooper, Mrs. James Fenimore.
Crimmins, John D.
Cromwell, James W.
Cutting, R. Fulton.
DeForest, Henry W.
Dicks, Mrs. W. K.
Dodge, Mrs. Cleveland H.
Dodge, D. Stuart.
DuBois, Miss Katherine.
Dwight, Winthrop E.
Ehret, George.

Emmons, Arthur B.
Frazier, Mrs. Frank P.
Frost, Aaron V.
Gallatin, Mrs. Albert H.
Gerry, Elbridge H.
Gerry, Peter G.
Gilman, Winthrop S.
Gould, Edwin.
Grace Church.
Hadden, Alexander M.
Halkett, Mrs. Sarah K.
Hall, Mrs. Bolton.
Hall, E. Trowbridge.
Harkness, Mrs. Charles W.
Harkness, Mrs. S. V.
Harris, John F.
Hearn, James A., & Son.
Hill, Frederick T.
Howland, Mrs. Joseph.
Hurd, Richard M.
Hyde, Mrs. Clarence M.
Jameson, E. C.
Jennings, Miss Annie B.
Johnson, Arthur G.
Johnson, Gilbert H.
Johnson, James W.
Keteltas, Miss Alice.
Kunhardt, W. B.
Langdon, Woodbury G.
Lawrence, Mrs. Samuel.
Lehman, Mrs. H. H.
Lewisoohn, Adolph.
Livingston, Johnston.
Livingston, Miss Julia.
Lorillard, Pierre.
Low, William G.
McClymonds, Mrs. L. K.
McKinney, Price.
McMillin, Emerson.
McLean, Mrs. James.
Marshall, Louis.
Minturn, Mrs. Robert B.
Moore, Mrs. William H.

Morgan, Mr. & Mrs. J. P.
 Murtland, Samuel.
 National Humane Alliance.
 Olmsted, Mrs. C. T.
 Olyphant, Robert M.
 Osborn, William Church.
 Pearce, Mrs. Henry.
 Perkins, George W.
 Pratt, Herbert L.
 Rand, George C.
 Reed, Latham G.
 Remsen, Miss Elizabeth.
 Richardson, Mrs. C. Tiffany.
 St. Thomas Church.
 *Sage, Mrs. Russell.
 Sage, William H.
 Satterlee, Mrs. Herbert L.
 Schermerhorn, F. Augustus.
 Scoville, Miss Grace.
 Seaman, Lloyd W.
 Seligman, J. & W., Co.
 Shepard, Mrs. Finley J.
 Shipman, C. H.
 Slayback, John D.
 Sloan, Samuel.
 Smith, Eugene.
 Snowden, James Hastings.

* Deceased.

Stillman, Miss Charlotte R.
 Stokes, Anson Phelps.
 Stokes, Mrs. Anson Phelps.
 Stone, Miss Annie.
 Straight, Mrs. W. D.
 Swords, Mrs. Charles R.
 Thomas, Seth E.
 Thompson, Mrs. Frederick F.
 Thorne, Jonathan.
 Trevor, Mrs. John B.
 Trumbull, Frank.
 Untermyer, Samuel.
 Vanderlip, F. A.
 Van Gerbig, Mrs. B.
 Van Ingen, E. H.
 Van Ingen, Mrs. E. H.
 Warburg, Felix M.
 Ward, George C.
 Ward, John Seely.
 Webb, William Seward.
 Westinghouse, Church, Kerr & Co.
 White, Alfred T.
 Whitney, Henry P.
 Winthrop, Benjamin R.
 Wood, J. Walter.
 Wood, William.
 Woodin, William H.
 Zabriskie, Mrs. George.

LIFE MEMBERS

By Contributions of \$50 at One Time

A. H. (In Memory of).
 A. Z.
 C. S.
 A Friend.
 Acorn.
 Agent.
 Anonymous.
 Adams, Thatcher M.
 Adler, Felix.
 Anderson, J. Cameron.
 Andrews, Constant A.
 Archbold, Mrs. John D.
 Arnold, Edward W. C.
 Astor, W. W.
 Baldwin, William M.
 Baring, Charles.

Barksdale, Mrs. H. M.
 Belmont, August.
 Biggs, Mrs. H. M.
 Biglow, Mrs. Lucius H.
 Bliss, Cornelius N., Jr.
 Bliss, Mrs. Cornelius N.
 Bliss, Mrs. Robert W.
 Borg, Simon.
 Boyd, Mrs. Francis O.
 Brooks, Miss Bertha G.
 Brown, Stewart.
 Bulkley, Edwin M.
 Bulkley, Mrs. Edwin M.
 Campbell, Mrs. Henry G.
 Campbell, Mrs. O. A.
 Christ Church of New Brighton.

- Cheney Brothers.
Chisholm, George E.
Clarke, Miss Lois Q.
Clarkson & Fort Co.
Coffin, C. A.
Coffin, Edmund, Jr.
Coster, Mrs. Charles Henry.
Crane, Albert.
Crossman, W. A., & Bro.
Cutting, R. Bayard.
dePeyster, Miss Augusta M.
Dickman, Mrs. George.
Dinsmore, Mrs. W. B.
Dodge, William E., Jr.
Douglas, James.
Douglas, Mrs. James.
Durand, Mrs. Frederick F.
Ellis, William D.
Emmet, Mrs. C. Temple.
Emmet, Miss Lydia F.
Engs, P. W.
Evans, Hartman K.
Field, Mrs. Marshall.
Flagler, Mrs. Harry H.
Foster, James, Jr.
Fox, Mortimer J.
Fraser, Mrs. George S.
Gallatin, Albert.
Geer, Mrs. Walter.
Guggenheim, Mrs. Simon.
Gurnee, A. C.
Hadden, Mrs. John A.
Halsted, Miss A. B.
Hamersley, L. G.
Hamilton, Frank.
Hammond, Mrs. John Henry.
Healy, A. Augustus.
Heckscher, Miss Anna M.
Heinsheimer, Alfred M.
Hencken, Mrs. Albert C.
Herrick, E.
Hinckley, Mrs. Samuel N.
Hoe, Richard M.
Hood, Miss Juliet K.
Horn, James.
Hosmer, Mrs. Edward Sturges.
Hoyt, Gerald L.
Huntington, Henry E.
Hutchinson, John W.
Hyde, Frederick E.
Irvin, Richard.
Jones, Edward.
Jones, Mrs. Edward H.
Jones, James J.
Joost, Martin.
Kelsey, Clarence H.
Kidder, Mrs. A. M.
Lamont, Miss Elizabeth K.
Landon, Francis G.
Langton, John.
Leffingwell, R. C.
LeRoy, J. R.
Lichtenstadter, Samuel.
Lobenstine, William C.
Lockwood, Homer N.
Lydig, David.
McLean, Miss Ethel L.
McLean, James.
McMullen, John.
Magee, Mrs. John.
Manning, Mrs. Dora A.
Maxwell, Mrs. Robert M.
Meeks, Edwin B.
Metcalf Brothers & Co.
Metcalf, M. B.
Moore & Schley.
Morgan, Miss Caroline L.
Morris, Henry Lewis.
Mott, William F.
Munson, Mrs. W. D.
Nelson, Charles N.
Nelson, Mrs. Charles N.
Newbold, Mrs. Richard S.
Nichols, George E.
Notman, George.
Ogden, Mrs. Charles W.
Osborne, Thomas Mott.
Parish, Henry.
Parks, Leighton.
Pavenstedt, Hugo.
Peabody, George Foster.
Pearl, Mrs. Frederick W.
Peckham, Mrs. Wheeler H.
Perkins, Mrs. Frederick C.
Phelps, Mrs. William W.
Philbin, Eugene A.
Pomroy, Mrs. H. K.
Potter, Howard.
Powell, Wilson M., Jr.
Prentice, Bernon S.

Prosser, Thomas.
Raht, Charles.
Redmond, G.
Richard, Miss Elvine.
Risley, G. H.
Riter, Joseph.
Robbins, George A.
Roberts, Miss Elizabeth W.
Robertson, R. H.
Rockefeller, John D., Jr.
Root, Charles T.
Rothschild Brothers & Co.
Russell, Miss Marie L.
Satterlee, Herbert L.
Schenck, Frederick B.
Scott, Mrs. George S.
See, Alonzo B.
Selliere, Baroness.
Seligman, Isaac N.
Sheldon, James C.
Sicher, Dudley F.
Simpson, John W.
Skougaard, Jens.
Sloan, Mrs. George B.
Sloane, Mrs. William D.
Sorchan, Mrs. Victor.
Speyer, James.
Steele, Charles.
Steers, James R.

Stewart, John.
Stewart, Mrs. P. H.
Stewart, W. R.
Stokes, J. G. Phelps.
Stone, Miss Ellen J.
Sutton, James F.
Taylor, Lloyd.
Thompson, Mrs. Joseph T.
Tiebout, Miss Margaret B.
Tucker, Allen.
Tucker, Samuel A.
Tuckerman, Mr. & Mrs. Paul.
Valentine, Mrs. P.
Van Norden, Warner.
Van Wagenen, Bleecker.
Van Winkle, Miss Mary D.
Virgin, S. H.
Wadsworth, Herbert.
Ward, Artemas.
Watson, Mrs. James S.
Weld, Miss Eloise R.
Weld, Miss Sylvia.
Wellington, Miss Elizabeth R.
Wenman, Charles H.
White, Miss Frances E.
White, John J.
Winthrop, Mrs. Grenville.
Wotherspoon, Henry H.
Wurts-Dundas, Ralph.

CONTRIBUTORS' LIST

DESIGNATION OF FUNDS

Contributions preceded by name only are for the General Fund, for general purposes. Other contributions are designated as follows: G. R., General Relief (used only for relief; S. R., Special Relief, donations for specially designated instances of need); A. S., Assistant Secretaries' Fund (for salaries and incidental expenses); E. B., Employment Bureau.

A			
Abbe, Miss Harriet C..	\$5 00	Aldrich, Mrs. Winthrop	
Abbes, Mrs. D.....	7 00	W.	\$10 00
Abbot, Prentice	5 00	Alexander, Alexander .	5 00
Abbott, Lyman	5 00	Alexander, Mrs. Andrew	
Abeles, James A.....	2 50	J.	1 00
Abraham, Samuel..... G. R.	2 00	Alexander, Eugene D..	2 00
Achelis, Fritz	20 00	Alexander, George ...	3 00
Achelis, John	15 00	Alexander, Miss Helen	
Achelles, Mrs. G. S...	20 00	G. G. R.	2 00
Acker, Henry	G. R. 1 00	Alexander, Miss Mary	
Ackermann, Mrs. F. B. G. R.	2 00	C. G. R.	25 00
Adams, Miss Agnes...	5 00	Alexander, William ... G. R.	25 00
Adams, Mrs. Edward D.	10 00	Alexandre, Mrs. John	
Adams, Mrs. Frederick		E. S. R.	5 00
T.	5 00	Allen, Addison	2 00
Adams, Mrs. Robert J. G. R.	3 00	Allen, George M.	5 00
Addison, Mrs. Charles		Allen, George M. E. B.	5 00
M.	10 00	Allen, Mrs. Paul G. R.	5 00
Adee, George T.....	5 00	Alley, Miss M. Ida....	10 00
Adler, Isaac	5 00	Alling, Miss C. E....	2 10
Adler, Jacob & Co....	5 00	Alsberg, William, & Co.	10 00
Adriance, Miss Dorothy A.	3 00	Alsop, Reese F.	2 00
Aikman, Charles M...	5 00	American Sponge &	
Aikman, Walter M...	5 00	Chamois Co. G. R.	5 00
Aikman, Mrs. Walter		American, Thermo	
M. G. R.	5 00	Ware Co.	3 00
Albee, E. F..... S. R.	10 00	Anderson, A. J. C....	10 00
Aldrich, Mrs. James H.	5 00	Anderson, Miss Cornelia	5 00
Aldrich, Mrs. Richard.	25 00	Anderson, Mrs. Edgar	
Aldrich, Mrs. Richard. S. R.	2 00	V.	3 00
		Andrews, Mrs. J. M... E. B.	72

Apffel, P., Co.....	\$1 00	Balfour, Williamson & Co.	\$25 00
Appel, S. & Co.....	5 00	Ballard, Mrs. Edward L.	10 00
Archer, William G.... G. R.	5 00	Bamberger, Louis	10 00
Arnold, Mrs. Benjamin W.	25 00	Bangs, Miss Lois & Miss Whiton	2 00
Arnstein, Mrs. Eugene.	10 00	Bangs, Miss Mary E..	25 00
Arnstein, Mrs. Leo...	10 00	Banks, Mrs. James Lenox, Jr. G. R.	5 00
Arthur, Miss L. Louise	5 00	Bannerman, Francis ..	2 00
Ash, Charles F.....	5 00	Barber, James	10 00
Ashforth, Mrs. Frida.	15 00	Barber & Co.....	20 00
Aspinwall, Miss M. A.	2 00	Barbour, Robert	5 00
Assmann, Mrs. F. A... G. R.	5 00	Barclay, James	3 00
Atterbury, Mrs. L. B..	5 00	Barclay, Mrs. James L.	5 00
Atterbury, Miss Mary S.	5 00	Bard, Albert Sprague.	5 00
Auchincloss, Charles C.	100 00	Barker, Mrs. Fordyce. S. R.	5 00
Auchincloss, Mrs. Chas. C.	100 00	Barker, Mrs. George..	2 00
Auchincloss, Mrs. Chas. C. S. R.	10 00	Barksdale, Mrs. H. M.	50 00
Auchincloss, Mrs. Edgar S.	100 00	Barnes, A. V..... E. B.	10 00
Auchincloss, Mrs. Hugh D.	15 00	Barnes, E. W.....	4 00
Auchincloss, James C..	10 00	Barnum, Miss Laura C. E. B.	10 00
Auchincloss, John W..	40 00	Barnum, Mrs. William S. R.	5 00
Austen, Mrs. Valle.	15 00	Barr, Lockwood G. R.	5 00
Austin, Francis B..... F. B.	5 00	Barre, Leon	5 00
Austin, Francis R.... G. R.	5 00	Barrows, Dudley H... G. R.	2 00
Averill, Frederick L..	2 00	Barrows, Ira	25 00
Aycrigg, Miss K.....	8 00	Barstow, J. W.....	1 00
B			
Babcock, Edward Wilcox	1 00	Barstow, J. W..... E. B.	1 00
Bach, Mrs. Henry M... G. R.	1 00	Barvier, R. G. R.	2 00
Bacon, Mrs. Elliot C... G. R.	10 00	Basch, Gustav	4 00
Bacon, Mrs. Francis McNeil, Jr.	15 00	Bases, A.	1 00
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Bailey, Mrs. James S., Jr.	2 00	Battelle & Renwick...	5 00
Baker, George F.....	25 00	Battershall, Walton W.	10 00
Baker, Mrs. R. T..... S. R.	20 00	Battle, George Gordon.	2 00
Baker, Mrs. Stephen..	25 00	Baumert, Frank J....	20 00
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Baldwin, Miss Theodora ..	5 00	Bayne, L. P.....	10 00
		Bayne, Miss M. K....	5 00
		Bayne, Miss Virginia Lee ..	10 00
		Beach, Warren C.....	5 00
		Beckhard, Martin	10 00
		Bedford, Mrs. Alfred C.	25 00

Beebe, Howard W....	G. R.	\$5 00	Black, Miss Helen....	\$2 00
Beer, Mrs. G. L.		10 00	Blagden, F. M.	5 00
Beer, Mrs. Julius		5 00	Blagden, George	10 00
Beggs, Mrs. C. C.	G. R.	10 00	Blair, John Insley....	10 00
Behr, Edward		2 00	Blair, Mrs. John In-	
Behr, Herman, & Co...		5 00	sley	15 00
Belknap, W. E.		5 00	Blair & Co.	25 00
Bell, Mrs. J. Lowrie...	G. R.	5 00	Blandy, Mrs. Graham	
Beller, Mr. & Mrs.			F.	7 50
Abraham		2 00	Bliss, Mrs. Walter	
Beller, William F.		5 00	Phelps	G. R. 20 00
Belloni, Miss Sadie H.		4 00	Bloch, Adolph.	5 00
Bendheim, Adolph D..		10 00	Bluen, Mrs. M. J.	10 00
Benedict, Miss Lydia.		5 00	Blumenthal, George...	G. R. 25 00
Benford, Edward M...	G. R.	5 00	Boardman, Mrs. Brad-	
Benjamin, Miss A. P..		25 00	ford	3 00
Benjamin, Mrs. Hamil-			Boardman, Mrs. George	
ton Fish		35 00	M.	10 00
Benjamin, Mrs. J. J...		5 00	Boardman, Miss R. C.	10 00
Benson, Miss Mary A.		2 00	Bodenheim Bros	1 00
Bentley, Mrs. John...		5 00	Bodenheimer, Henry..	20 00
Benton, Andrew A....		5 00	Boettger, Mrs. Theo-	
Benze Bros. Co.		1 00	dore	15 00
Berlin, Henry C.	E. B.	5 00	Boettner, Miss Anna..	1 00
Bernhard Ulmann Co.,			Bogert, Miss Anna....	10 00
Inc.	G. R.	10 00	Boggs, William P.	4 00
Bernheim, Henry J...		5 00	Bolling, Mrs. Raynol C.	25 00
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Best, Dr. & Mrs. W. N.	G. R.	5 00	Bonner, George T.	10 00
Betts, Mrs. George W.,			Booraem, J. V. V.	10 00
Jr.		3 00	Booth, Mrs. Henry M..	G. R. 10 00
Betts, Samuel R.		10 00	Borden, Lewis M.	5 00
Bichsel, Louis		2 00	Borland, Mrs. J. O.	5 00
Biddle, Mrs. E. R.		5 00	Born, Mrs. Edward...	10 00
Biddulph, Mrs. H. H..		2 00	Boston, Mrs. Charles	
Biedermann, August..		5 00	A.	3 00
Bier, Mrs. Sylvan		5 00	Bourne, Miss Emily H.	8 00
Biglow, Mrs. Lucius H.		10 00	Bourne, Frederick G..	10 00
Billings, Charles M...	E. B.	5 00	Bouvier, Michael C...	5 00
Billings, Miss Eliza-			Bowditch, Edward ...	5 00
beth		1 00	Bowers, Ogden H.	3 00
Billings, Richard		20 00	Bowker, R. R.	10 00
Billings, Richard	E. B.	10 00	Bowler, Robert P.	G. R. 5 00
Bing, Mr. & Mrs. Alex-			Boyd, Mrs. William...	G. R. 5 00
ander M.		10 00	Boynton, The, Furnace	
Bing, Chung	G. R.	1 00	Co	2 00
Bingham, Mrs. George			Bradford, Mrs. John	
F.		5 00	Henry	5 00
Birchall, Mrs. W. H...	G. R.	5 00	Bradford, Mrs. W. H.,	
Bird, Samuel, Jr.		10 00	Sr.	15 00

Bradford, Mrs. W. H., Sr.	G. R.	\$15 00	Bruck, Leo	\$1 00
Bradley, Miss M. T...		10 00	Bruen, Alexander Jay.	10 00
Bradley, William		10 00	Brunswick, Mrs.	
Braine, Miss Elizabeth A.		10 00	Emanuel	10 00
Braine, Miss Elizabeth A.	G. R.	5 00	Bryant, Mrs. William S.	1 00
Brand, Herman.....	G. R.	2 00	Bryce, Miss Mary T..	10 00
Brennan, Henry D....	G. R.	5 00	Bryce, Peter Cooper..	G. R. 25 00
Breslin, Miss Evelyn M.		4 00	Bryson, Thomas B....	E. B. 5 00
Brewster, Robert S...	100 00		Buchanan, Mrs. S. Edwin	5 00
Brice, W. K.....		5 00	Buchanan, Walter D..	10 00
Brickelmaier, J. B....		1 00	Buchman, Edwin	10 00
Brinckerhoff, Alexan- der G		5 00	Buckler, Mrs. Riggins..	1 00
Bristol, John I. D....		5 00	Buckley, James	S. R. 2 00
Broadwell, Mrs. Sam- uel J.		5 00	Buckner, Thomas A...	10 00
Brokaw, Howard C... G. R.	10 00		Buckner, William A..	G. R. 5 00
Brooks, Miss Bertha G.		60 00	Bulkley, Edwin M....	25 00
Brooks, Miss Bertha G. S. R.	5 00		Bulkley, Mrs. Edwin M.	10 00
Brower, William L... E. B.	5 00		Bulkley, Mrs. J.....	20 00
Brown, The, Charles H., Paint Co		10 00	Bulkley, Miss Mary D.	G. R. 2 00
Brown, Mrs. George Alexander		5 00	Bull, Miss Dorothy....	25 00
Brown, J. Wright.....		10 00	Bull, Frank Kingsbury	10 00
Brown, Mrs. J. Wright.		2 00	Bunting, Miss E. M...	4 00
Brown, John Crosby, 2d.		1 00	Bunyard, Alfred T....	G. R. 5 00
Brown, Miss Julia D..		5 00	Burbank, Alonzo N... E. B.	10 00
Brown, Lathrop		5 00	Burchell, Henry J....	10 00
Brown, Lawrason E. B.	2 00		Burchell, Mrs. J. J....	5 00
Brown, Mrs. Lyman D.		5 00	Burgauer, Morris.....	2 50
Brown, M. Bayard....	250 00		Burnett, C. H.....	1 00
Brown, Mrs. Samuel W.		5 00	Burns, A. L.....	5 00
Brown, Miss Stewart.		1 00	Burnside, Alex I.... E. B.	1 00
Brown, Mrs. Waldron P.		15 00	Burr, George H.....	5 00
Brown, William Adams		5 00	Burr, Winthrop.....	10 00
Brown, Mrs. William Harmon		3 00	Burrill, Middleton S..	5 00
Brown, Mrs. W. R....		2 00	Burrow, Earnest M... G. R.	2 50
Browning, Mrs. J. Hull		10 00	Butler, Charles S....	5 00
Bruce, Miss Sarah E...	100 00		Butler, Charles S.... S. R.	2 50
Bruce-Brown, William.		50 00	Butler, Miss E. O....	5 00
			Butler, Miss Helen C.	5 00
			Butler, Mr. and Mrs. Howard R.....	3 00
			Butler, Willard Parker	10 00
			Butler, William Allen, Jr.	5 00
			Butler, William Allen.	10 00
			Butler, Mrs. William Allen	15 00

Butterick, Miss Mary			Chapman, Mrs. John..	\$25 00
E.	\$10 00		Chapman, Mrs. John	
Butterworth, Mrs. G.			Jay	25 00
F., Jr.	G. R. 25 00		Chapman, Miss Mary	
Butterworth, Mrs.			W.	10 00
George F.	20 00		Chapman, Miss Mary	
Butterworth, William			W.	S. R. 2 00
H.	5 00		Chauncey, Miss Lucy..	20 00
C			Chester, Mrs. Antoi-	
Caesar, Mrs. H. A....	E. B. 5 00		nette T.	5 00
Cahen, I. J.	5 00		Child, Miss Ruth A..	3 00
Cahn, Mrs. A. L.	10 00		Childs, William H....	10 00
Cahn, Sol	3 00		Chipman's, Charles,	
Calvary Church (Relief			Sons Co	2 00
Society)	15 00		Chisholm, George E..	50 00
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Canda, Miss Angeline.	2 00		son, N. Y)	5 22
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Holt, Henry	10 00	Jackson, Mrs. Wm. H.	15 00
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Thomson, John W....		10 00	Tucker, Mrs. John E..		5 00
Thorburn, Miss C. M..		2 00	Tucker, William A... G. R.		10 00
Thorburn-Artz, Mrs. L.			Tuckerman, Alfred ...		20 00
N.		2 00	Tuckerman, Mr. and		
Thorn, Mrs. Margaret.		2 00	Mrs. Paul		50 00
Thorne, Miss Eliza A.		10 00	Turnbull, Miss Alice..		5 00
Thorne, Jonathan ...		25 00	Turnbull, Miss Ethel.		10 00
Thorne, Samuel, Jr..		15 00	Turnbull, Mrs. Ramsey		5 00
Thorne, Mrs. Samuel,			Turner, Mrs. H. C...		5 00
Jr.		5 00	Turner, Mrs. Herbert		
Thorne, William V. S..		5 00	B.		10 00
Thurston, Miss Amy R.		2 00	Turner, Mrs. Thornton		
Tiebout, Miss Margaret			F. G. R.		5 00
B.		60 00	Twichell, Mrs. B. P..		25 00
Tiffany, Louis C....		10 00	Tyrrell, Charles A...		15 00
Tiffany, The, Studios..		10 00			
Tillman, W. H.....		1 00	U		
Tillman, W. H..... S. R.		1 00	Ullman, Sig		3 00
Timpson, Miss Mar-			Ulmann, Carl J.....		20 00
garet C.....		5 00	Ulmann, Ludwig		3 00
Titus, Henry		15 00	Unckles, Thomas H.. G. R.		5 00
Tod, Mrs. J. Kennedy.		5 00	Underhill, Mrs. A. C..		3 00
Todd, Miss Clover.... G. R.		2 00	Underhill, W. P.....		10 00
Tolfree, James E....		10 00	Underhill, Mrs. Walter		10 00
Tomkins, Calvin		5 00	United States Bung		
Tompkins, Hamilton B.		10 00	Mfg. Co.....		5 00
Tompkins, Hamilton B. S. R.		10 00	Upham, Mrs. Eliza-		
Tompkins, Mrs. Wil-			beth K.....		20 00
liam W.		50 00	Upjohn, Richard Rus-		
Tompkins, Mrs. Wil-			sell		1 00
liam W. S. R.		5 00	Urchs, William J.....		5 00
Torrance, Henry, Jr..		2 00			
Towne, Frank B....		25 00	V		
Townsend, Miss Mary			Van Beuren, Mrs. Fred-		
Allen		5 00	erick T.		15 00
Townsend, Isaac		25 00	Van Brunt, J. R.....		5 00
Townsend, Wilmet ... G. R.		2 00	Van Ingen, Mrs. E. H.		10 00
Tracy, Miss Helen D..		10 00	Van Kleeck, Mrs. Rob-		
Travers, George W....		5 00	ert B.		5 00
Tredwell, Edgar A...		5 00	Van Nest, Mrs. Frank		
Tripler, F. R. & Co... G. R.		5 00	R.		5 00
Trischka, John	G. R.	5 00	Van Norden, Mrs.		
Troesch, A. F.....		45 00	Theodore L.		5 00

Van Pelt, James D...	G. R.	\$5 00	Warner Sugar Refining	
Van Raalte, Z.		10 00	Co.	\$10 00
Van Rensselaer, Mrs.			Warren, Mrs. E. W..	20 00
Kiliaen		5 00	Warren, Walter Phelps	1 00
Van Rensselaer, Mrs.			Washburn, William	
William B.		5 00	Ives	10 00
Van Santvoord, Miss			Waters, Mrs. Henry..	2 00
Anna T.		20 00	Watriss, Mrs. F. N...	10 00
Van Santvoord, Sey-			Watson, Mrs. Charles	
mour		5 00	W.	10 00
Van Valkenburg, Mrs.			Watson, Mrs. J. Henry	10 00
Carlton		2 00	Watson, Mrs. James S.	25 00
Van Wezel, Marcus S.		5 00	Wayland, John Elton.	25 00
Van Winkle, Miss			Wayland, Thomas C..	7 00
Mary S.		1 00	Webb, J. Watson....	10 00
Varnum, Mrs. James			Webb, Miss May T... G. R.	2 00
M.		10 00	Webb, Mrs. Vanderbilt	25 00
Verdi, Mrs. Caroline			Weeks, Thomas W....	10 00
deS.		5 00	Weil, Isaac	5 00
Vietor, Mrs. Ernest G.		7 00	Weil, M. Sanford....	5 00
Vietor, Mrs. George F.		10 00	Wein, Max C.	1 00
Vietor, Thomas F....		20 00	Weinberg, Mrs. Alex-	
Villard, Mrs. Henry..		10 00	ander G. R.	5 00
Villard, Oswald G....		5 00	Weinberg, Mrs. Charles	5 00
VomSaal, R. E.		10 00	Weiss, Cornelius G. R.	5 00
Vonder Muhll, Mrs. Al-			Weiss, Miss M. Therese	1 00
fred G. R.		10 00	Weiss, Miss M. Therese S. R.	2 00
Voorhees, James D...		10 00	Welch, Holme & Clark	
Vorhaus, Louis J....		10 00	Co.	10 00
			Weld, DeWitt C....	3 00
W			Wellington, Miss Eliza-	
Wade, Mrs. Alfred B.. G. R.		5 00	beth R.	50 00
Wadsworth, Mrs. A. B.		5 00	Wells, Henry C....	10 00
Wadsworth, Mrs. Chas.			Wemple, W. Y.... G. R.	10 00
D.		5 00	Wendt, Alfred	10 00
Walbridge, Henry D..		10 00	Wensley, Robert L....	2 00
Walcott, Mrs. Frederic			Werner, Miss Miriam. G. R.	2 00
C.		10 00	Wertheim, Jacob	25 00
Walker, Frederick W.		5 00	Wesendonck, Max A..	5 00
Walker, Mrs. Joseph,			West End Publishing	
Jr.		5 00	Co.	5 00
Wallace, Sidney W... G. R.		1 00	Westervelt, William	
Walser, Conrad G. R.		5 00	Young	5 00
Walter, Edwin J....		10 00	Wheeler, Edward J...	10 00
Wanamaker, John ...		5 00	Wheeler, Miss Laura..	5 00
Ward, Miss Caroline			White, Alexander M..	10 00
C.		5 00	White, Alfred T....	10 00
Ward, Henry G....		20 00	White, Miss Clara P. S. R	5 00
Ward, Mrs. W. E.... G. R.		5 00	White, Rev. and Mrs.	
Wardwell, Allen		10 00	Eliot G. R.	2 00

White, Miss Frances E.	\$50 00	Withers, Mrs. Creigh-	
White, G. B.	10 00	ton	\$5 00
White, George Starr..	5 00	Woerishoffer, Mrs.	
White, Miss Henrietta.	13 00	Anna	25 00
White, Miss May W..	30 00	Wolff, Hermann H....	10 00
White, Miss V. M. G. R.	5 00	Wolff, Mrs. Julius R..	5 00
Whitehouse, Mrs. J. H.	20 00	Wolff, Mrs. Lewis S..	10 00
Whitlock, Miss M. G.	10 00	Wolff, Louis	3 00
Whitney, Arthur	10 00	Wolff, Sidney E.	5 00
Whitney, J. B.	10 00	Wollman, Henry..... S. R.	1 00
Whitney, J. F., & Co..	5 00	Wood, Mrs. Charles B. G. R.	5 00
Whittemore, Howard.	5 00	Wood, Edwin C. G. R.	1 00
Wiborg, Frank B.	20 00	Wood, Mrs. George...	5 00
Wiener, Milton M....	1 00	Wood, Mrs. William	
Wilkins, Joseph	G. R. 5 00	Halsey	2 00
Wilkinson Bros. & Co.	20 00	Woodin, W. H., Jr.... G. R.	10 00
Wilkinson, Edward T.	10 00	Woodin, William H...	65 00
Wilkinson, Miss S.		Woodin, William H... S. R.	25 00
Edith	5 00	Woodman, Raymond H.	2 50
Willard, Eugene Sands	5 00	Woods, William	15 00
Willcox, William G...	20 00	Woolley, Mrs. James	
Willcox, Mrs. William		V. S.	2 00
Goodnow	40 00	Woolley, Mrs. Park	
Willenborg, C., & Co..	5 00	Mason	10 00
Willenbrock, Mrs. Fred	2 00	Woolverton, Mrs. W.	
Willets, Mrs. Edward.	10 00	H.	2 00
Williams, Mrs. Charles		Wright, Miss Con-	
Mallory	5 00	stance	5 00
Williams, Howard		Wright, Miss Sarah	
Hunter	2 00	W. S. R.	1 00
Williams, Mrs. Timo-		Wunderlich, Frederick	
thy S.	10 00	W.	5 00
Williamson, Miss Mary			
B.	5 00		
Wills, Ernest C.	10 00		
Wilmerding, Miss E. S.	3 00		
Wilmerding, Lucius ..	10 00		
Wilson, Mrs. Marshall			
Orme	25 00		
Wilson, R. Thornton..	25 00		
Wineburgh, R. G. R.	10 00		
Winkhaus, Mrs. Au-			
gusta C.	5 00		
Winkhaus, Frederick..	15 00		
Winston, Owen	5 00		
Wisch, P. Edward....	5 00		
Wisner, Miss Elizabeth			
H.	30 00		
Witherbee, Mrs. Frank			
S.	15 00		

ANONYMOUS CONTRIBUTIONS

3 of \$25.....	\$75 00	"F.S."	\$20 00
2 of \$10.....	20 00	"M.L."	10 00
1 of \$6.....	6 00	"N.N."	G. R. 5 00
6 of \$5.....	30 00	"BBS"	10 00
"Cash Contributions"		"C.S.S."	75 00
2 of \$10..... G. R.	20 00	"E.E.A."	20 00
1 of \$9..... S. R.	9 00	"G.G.M."	5 00
2 of \$5.....	10 00	"G.W.W."	10 00
4 of \$5..... G. R.	20 00	"H. A. P.".....	20 00
1 of \$2.....	2 00	"I.B.G."	20 00
3 of \$2..... G. R.	6 00	Cash C. W.....	10 00
4 of \$1.....	4 00	Anna Cash	1 00
18 of \$1..... G. R.	18 00	"Mrs. E.D.S."	25 00
1 of \$1..... E. B.	1 00	"In Memorium F.L.".	10 00
1 of \$1..... S. R.	1 00	In Memory of T. G.	
1 of 60 cents..... S. R.	60	Sinnott	1 00
"J"	3 00	"A Friend"	100 00
"A.B."	5 00	"A Friend".....	100 00
"A.W."	5 00	A Friend	10 00
"C.S."	3 00	A Bridgeport Friend..	10 00

CONTRIBUTIONS OF CLOTHING, READING MATTER, ETC.

Abbes, Mrs. D.	Cook, Leopold A.
Auchincloss, C. C.	Coombe, T. Gorton.
Auchincloss, H. D.	Damrosch, Mrs. Walter.
Baldwin, F. H.	Dyer, Mrs. G. R.
Bases, A.	Fahler, Miss.
Bennett, Mrs. J. W. F.	Fahnestock, Mrs. E.
Bishop, Miss G. R.	Gillies, Walter.
Blumenthal, Mrs. S.	Goodrich, J. C.
Bohn, A. L.	Helmer, Mrs. Julius.
Bolmer, Mr.	Herrick, Miss C. M. K.
Brown, John Crosby.	Holt, Mrs. L. E.
Brown, Mrs. W. R.	Howes, Rev. R.
Brunswick, Mrs. E.	Howson, Mrs.
Butler, Wm. Allen, Jr.	Hurd, R. M.
Cady, Lyndon B. (M.D.).	Jackson, Mrs. John P.
Cahen, I. J.	Jackson, Mrs.
Cahn, A. B.	Jennings, Capt. Percy.
Carter, Ernest T.	Judson, Mrs. H. I.
Chandler, G. W.	Kay, Mrs. Selb.
Cilley, Mrs. Anna.	Lincoln, Mrs. Lowell.
Clark, E. A. S.	Lockwood, Mrs. I. Ferris.
Cohen, Joseph.	Logie, Mrs. Robert.
Colgate, W.	Loines, Mrs.
Colgate, William.	Ludlow, George P.
Colman, Samuel.	McNulty, J. C.

Machen, Mrs. C. W.
Maury, Mrs. Henry Tobin.
Miller, Mrs. A.
Needlework Guild.
O'Connor, Mrs. J. C.
Opdycke, Mrs. Emerson.
Oppenheimer, Mrs.
Renard, Madam Ohrstrom.
Rieker, Mrs.
Ritz Carlton Hotel.

Root, Mrs. C. T.
Sahler, Mrs. H. G.
Scott, Mrs.
Sholes, Mrs. C. E.
Thomas, Mrs. H. W.
Tighe, Mrs. John.
Tucker, Mrs. S. A.
Witkin, I.
Wolfner, E.
Wolt, A.

CONSTITUTION AND BY-LAWS

AN ACT to incorporate The Prison Association of New York. Passed May 9, 1846, by a two-thirds vote. (As subsequently amended.)

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

§ 1. All such persons as are now and hereafter shall become members of the said association pursuant to the constitution thereof, shall and are hereby constituted a body corporate by the name of The Prison Association of New York, and by that name have the powers that by the third title, of the eighteenth chapter, of the first part of the Revised Statutes, are declared to belong to every corporation, and shall be capable of purchasing, holding and conveying any estate, real or personal, for the use of said corporation, provided that such real estate shall never exceed the yearly value of ten thousand dollars, nor be applied to any other purpose than those for which the corporation is formed.

§ 2. The estate and concerns of said corporation shall be managed and conducted by its executive committee, in conformity to the constitution of the said corporation; and the following articles that now form the constitution of the association shall continue to be the fundamental laws and constitution thereof, subject to alterations in the mode therein prescribed.

ARTICLE FIRST.

The objects of the association shall be:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.

2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.

3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.

ARTICLE SECOND.

The officers of the society shall be a president, vice presidents, a recording secretary, a corresponding secretary, and a treasurer, and there shall be the following standing committees, viz.: a finance committee, a committee on detentions, a committee on prison discipline, a committee on discharged convicts and an executive committee. The number of the executive committee shall consist of not more than thirty-five, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

ARTICLE THIRD.

The officers named in the preceding article shall be ex-officio members of the executive committee, who shall choose one of their number to be chairman thereof.

ARTICLE FOURTH.

The executive committee shall meet once in each month, and keep regular minutes of their proceedings. They shall have a general superintendence and direction of the affairs of the society, and shall annually report to the society all their proceedings, and such other matters as shall be likely to advance the ends of the association.

ARTICLE FIFTH.

The society shall meet annually in the city of New York, at such time and place as the executive committee shall appoint, and at such other times as the president, or in his absence, one of the vice-presidents, shall designate.

ARTICLE SIXTH.

Any person contributing annually to the funds of the association not less than five dollars shall, owing to such contribution, be a member thereof. A contribution of five hundred dollars shall constitute a life patron; a contribution of one hundred dollars shall constitute an honorary member of the association for life, and a contribution of fifty dollars shall constitute a member of the association for life. Honorary and corresponding members may, from time to time, be appointed by the executive committee.

ARTICLE SEVENTH.

A female department shall be formed, consisting of such females as shall be selected by the executive committee, who shall have charge of the interest and welfare of prisoners of their sex, under such regulations as the executive committee shall adopt.

ARTICLE EIGHT.

The officers of the association shall be chosen annually at the annual meeting, at which time such persons may be elected honorary members as shall have rendered essential service to the cause of prison discipline.

ARTICLE NINTH.

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and co-operating with it.

ARTICLE TENTH.

The executive committee shall have power to add to any of the standing committees such persons as, in their opinion, may be likely to promote the objects of the society, and shall have power to fill any vacancy which may occur in any of the offices of the association, intermediate the annual meetings.

ARTICLE ELEVENTH.

This constitution may be amended by a vote of the majority of the society at any meeting thereof, provided notice of the amendment has been given at the next preceding meeting.

The officers elected for the current year, under the constitution shall continue to be the officers thereof until others shall be duly chosen in their places.

And it is hereby further enacted that no manager of said society shall receive compensation for his services.

§ 3. The said executive committee shall have power to establish a workhouse in the county of New York, and in their discretion, to receive and take into the said workhouse all such persons as shall be taken up and committed as vagrants or disorderly persons in said city as the Court of General Sessions of the Peace, or the Court of Special Sessions, or the Court of Oyer and Terminer, in said county, or any police magistrate, or the commissioner of the almshouse may deem proper objects, and the said executive committee shall have the same powers to keep, detain, employ and govern the said persons as are now by law conferred on the keepers of the bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate and concerns of said association and the management, government, instruction, discipline and employment, of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents, and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the

disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee, and generally all such facts and particulars as may exhibit the operations of the said association.

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said workhouse, to bind out the said persons so being minors, as aforesaid, as apprentices or servants, with their consent during their minority, to such persons and at such places, to learn such proper trades and employments as in their judgment will be most conducive to their reformation and amendment and future benefit and advantage of such persons.

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect, and examine, all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in relation to the inspectors thereof; provided, that no such examination or inspection of any prison shall be made until an order for that purpose to be granted by the chancellor of this State, or one of the judges of the Supreme Court, or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate shall first have

been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

BY-LAWS

I. There shall be a stated meeting of the executive committee on the third Thursday of each month, and special meetings shall be held on the requisition of the chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting. The annual meeting shall be held on the third Thursday of January in each year at half-past three in the afternoon at the office of the association.

The number of members composing the executive committee exclusive of the officers of the association, is hereby fixed at twenty-four, and divided into four groups or classes as follows: At the election held at the annual meeting of the year 1916, there shall be elected, to serve from that date, six members for the term of one year, six for the term of two years, six for the term of three years, and six for the term of four years. At each annual meeting thereafter six members shall be elected for the term of four years in place of those whose terms of office then expire. Any vacancies in the membership of the committee by death, resignation or otherwise, may be filled either by the association at any annual meeting, or, in interims between the annual meetings, by the executive committee.

II. At every meeting of the executive committee five members shall be necessary to constitute a quorum.

III. The order of business at the annual meeting shall be as follows:

1. Election of chairman and secretary.
2. The reading of the minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.

5. Report of corresponding secretary on the work of the year.

6. Annual report of the treasurer.

IV. The order of business at every other stated meeting shall be as follows :

1. The reading and approval of the minutes of the last preceding meeting.

2. Report of treasurer.

3. Reports from standing committees.

4. Report from the corresponding secretary.

5. Reports from special committees.

6. Report from the general agent.

7. Miscellaneous business.

At a special meeting no other business shall be transacted than that for which the said meeting was called.

V. The chairman shall appoint all standing and special committees and decide all questions of order, subject to an appeal; and the rules of order shall be those embodied in Cushing's Manual, so far as they are applicable.

VI. The recording secretary of the association shall be the secretary of the executive committee; and it shall be his duty to keep the minutes of the proceedings of said committee, to record them in a book provided for that purpose, and to give due notice of all meetings of the committee.

VII. The corresponding secretary shall conduct the correspondence of the executive committee and of each of the standing committees; and shall act as the general financial agent of the association, and shall report at each stated meeting of the committee.

VIII. The treasurer shall have charge of the funds of the association, and shall give such security as the executive committee may require. His duties are more fully defined in by-law X.

IX. There shall be six standing committees, namely, on finance, detentions, discharged convicts, law, house, and library.

X. The committee on finance shall be charged with the duty of raising and caring for the funds.

The funds of the association shall be divided into three parts to be known as :

1. The endowment fund.
2. The reserve fund.
3. The general fund.

The Endowment Fund.—The endowment fund shall consist of such contributions as shall be given with the restriction that the income only shall be used for the purpose of the association, and all legacies.

The Reserve Fund.—The reserve fund shall consist of such sums as may be set aside from the general fund from time to time by the executive committee for investment. Whenever any part of the reserve fund shall be appropriated by the executive committee, such sum shall be immediately transferred to the general fund. The endowment and reserve funds shall be under the immediate direction and control of the committee on finance, and all investments of these funds shall be ordered by the committee. The treasurer of the association shall be a member and act as the treasurer of the committee on finance, and shall be responsible for the safe-keeping of the sureties of the endowment and reserve funds.

Any uninvested balance of the endowment and reserve funds shall be kept each in separate trust companies in the name of the association, subject to check of the treasurer, and shall, whenever possible, bear interest. All income from the endowment and reserve funds may be transferred to the general fund as soon as received.

No part of the reserve fund shall be used for any purpose except by resolution of the executive committee, and

whenever any part shall be appropriated by the executive committee it shall immediately be transferred to the general fund.

The General Fund.—The term “general fund” shall cover all receipts of the association not constituting a special fund or specified for the endowment fund, the intention being that all the income, except legacies, including donations for general purposes, and income from endowment and reserve funds, shall be credited to the general fund to which the authorized disbursements of each activity of the association shall be charged at the close of the fiscal year.

The treasurer shall notify the corresponding secretary at once of all transfers of income from the endowment and reserve funds to the general fund.

The treasurer shall notify the corresponding secretary, immediately on receipt by him of any sum for the account of the association that such receipt may be entered at once to the credit of the proper account on the books of the association.

The corresponding secretary shall be the general disbursing agent of the association, the object of the provision being to keep in the central offices of the association all receipts for payments by him for the association of any kind, nature or description, and to have in the central offices immediate record of all his disbursements. This provision shall not apply to the endowment and reserve funds.

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank as directed by the treasurer to the credit of the association. Whenever the executive committee shall make an appropriation out of either the reserve or general fund, the corresponding secretary shall send to the treasurer a copy of the resolution making the appropriation, certified by the recording secre-

tary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association, subject to his check as treasurer in such bank as may be selected by him and approved by the committee on finance. Such account shall be separate and distinct from those accounts opened for the uninvested balance of the endowment and reserve funds.

The corresponding secretary shall keep a bank account in the name of the association, subject to his check as corresponding secretary for current disbursements, and shall deposit to the credit of said bank account all moneys he may receive from the treasurer drawn from the general fund.

The committee on finance shall audit and report upon accounts of the treasurer and of the corresponding secretary.

At each regular meeting of the executive committee the treasurer shall make a detailed statement of the receipts and disbursements for the preceding calendar month. He shall make a statement showing investments and the receipts and disbursements of the endowment and reserve funds; he shall make, at the annual meeting of the association, a detailed statement of receipts and disbursements for the fiscal year.

XI. It shall be the duty of the committee on detentions:

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and in Brooklyn, and to adopt proper measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto.

2. To visit frequently the prisons under their charge, and to endeavor to improve both the physical and moral condition of the prisoners in all suitable and practicable ways.

XII. It shall be the duty of the committee on discharged convicts :

1. To correspond with prison agents or superintendents relative to the character and trades of prisoners, and to ascertain, previous to the discharge of each prisoner, his feelings, views and capabilities, with a view of making the best arrangements for his future employment.

2. To keep a record of all persons who will employ discharged prisoners and of their several occupations; to procure such employment for prisoners and applying therefor as seems best adapted to the capacity of each; to hold correspondence with employers; to keep a record of the conduct and prospects of those for whom places have been obtained, that they may be sustained and encouraged with the idea that a continued friendly interest is felt for them.

3. To secure suitable boarding places for discharged prisoners, where they will not be exposed to corrupting influences, taking care not to have more than one in a place, where it can be avoided.

4. To see that the prisoners are provided with suitable clothing, of a kind that will not attract particular attention.

5. To consider the internal organization of the management of prisons, and the physical and moral influences to be exerted on the prisoners during their confinement, to report upon their health, reformation, upon convict labor, administration and internal police, on the comparative merits of different prison systems, and on the visitation of prisons and houses of reformation.

XIII. It shall be the duty of the committee on law to examine and report from time to time upon the penal legislation of the State, with their suggestions for the amendment thereto, to consider questions relating thereto which are under discussion in the press or the Legislature, including pending bills, and report their views and conclusions upon them, also to care for the law business of the association.

XIV. It shall be the duty of the committee on house to care for the maintenance of the real estate of the association.

XV. It shall be the duty of the committee on library to see that it is properly housed and catalogued and to take steps for its increase.

XVI. One or more agents may be appointed by the executive committee to assist the standing committees in their duties.

XVII. The president, chairman of the executive committee, and corresponding secretary shall be members, ex-officio, of all the standing committees.

XVIII. No alteration shall be made in these by-laws except upon notice of the proposed amendment given at a previous meeting of the executive committee.

STATE OF NEW YORK

THE SEVENTY-FIFTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1919



ALBANY:
J. B. LYON BROTHERS, PRINTERS
1919

FORM OF BEQUEST

I hereby give to the Prison Association,
New York the sum of . . . Dollars for the
corporate purposes of the Association.

10-31-1917
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STATE PRISON AT WINDDALE, N. Y. (NEARING COMPLETION)

STATE OF NEW YORK

THE SEVENTY-FIFTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1919



ALBANY
J. B. LYON COMPANY, PRINTERS
1920



PREFACE

THIS is an official report of the Prison Association of New York to the Legislature of the State of New York, which has been made annually since 1845, and constitutes the seventy-fifth of the series.

Paragraph 6 of article XI of the Act incorporating the Prison Association of New York provides that "the said executive committee" (of the Prison Association), "by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect and examine, all the prisons of the State, and annually report to the Legislature their state and condition and all such other things in regard to them as may enable the Legislature to perfect their government and discipline."

The State law further provides for the printing of 500 copies of this annual report at the expense of the State. Additional copies are purchased from the State printers, at the expense of the Association, for distribution to its contributors and many others, not only in New York State but elsewhere.

The activities of the Association for the year are presented on pages 19-51 of this publication. The bureaus of the Association are the following: Administration, Employment, Inspection and Research, Information, Parole, Probation, Prevention, Relief.

THE PURPOSES

OF

THE PRISON ASSOCIATION OF NEW YORK

- 1. The protection of society against crime.**
- 2. The prevention of crime.**
- 3. The reformation of the criminal.**
- 4. Protection for those unjustly accused.**
- 5. Parole and probation, when suitable.**
- 6. Improvement in prisons and prison discipline.**
- 7. Employment, and when necessary, food, tools, shelter and other assistance for released or discharged prisoners.**
- 8. Necessary aid for prisoners' families.**
- 9. Supervision for those on probation and parole.**
- 10. Needed legislation.**
- 11. Publicity in prison reform.**
- 12. Research and advice.**

TO THE CONTRIBUTORS AND OTHER FRIENDS OF THE ASSOCIATION

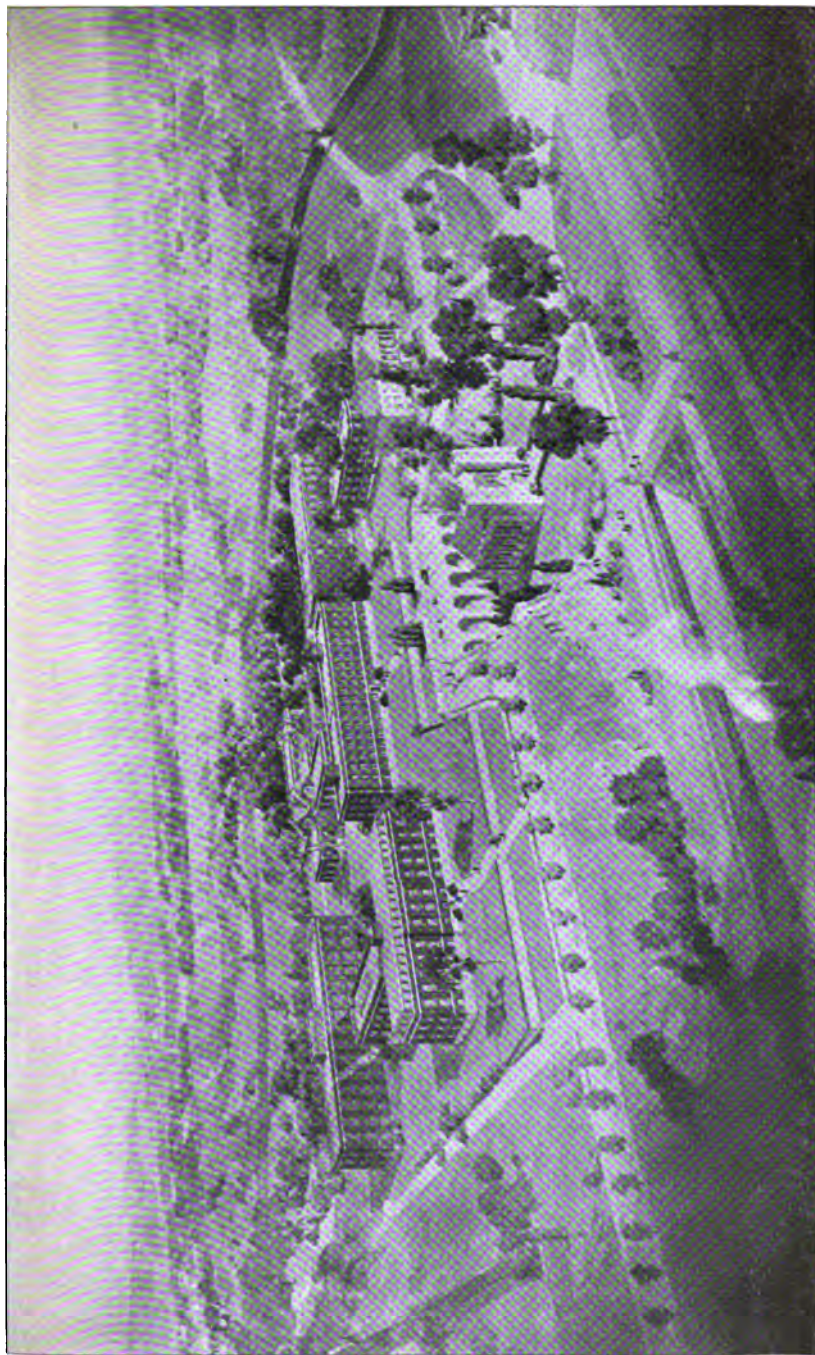
THIS volume of the annual report for 1919 comes to you from the Executive Committee of the Prison Association, in very warm-hearted and sincere appreciation of the help you have given to our work, especially during the past year, when the calls from so many other sources have taxed you all so heavily.

It is particularly gratifying to know that during these last three years, when the minds of all have been primarily upon the war and the problems of reconstruction, so many friends have been willing to continue their support and interest in behalf of the work. This spirit has enabled us, through a trying period, to maintain our activities without serious reduction in staff or program.

The Association has been spoken of as "a gathering together of friends interested in a good cause," and our experience for the past year convinces us that this interpretation is entirely justified. It therefore gives us much pleasure to send this word of appreciation and thankfulness for your help and co-operation.

THE EXECUTIVE COMMITTEE.

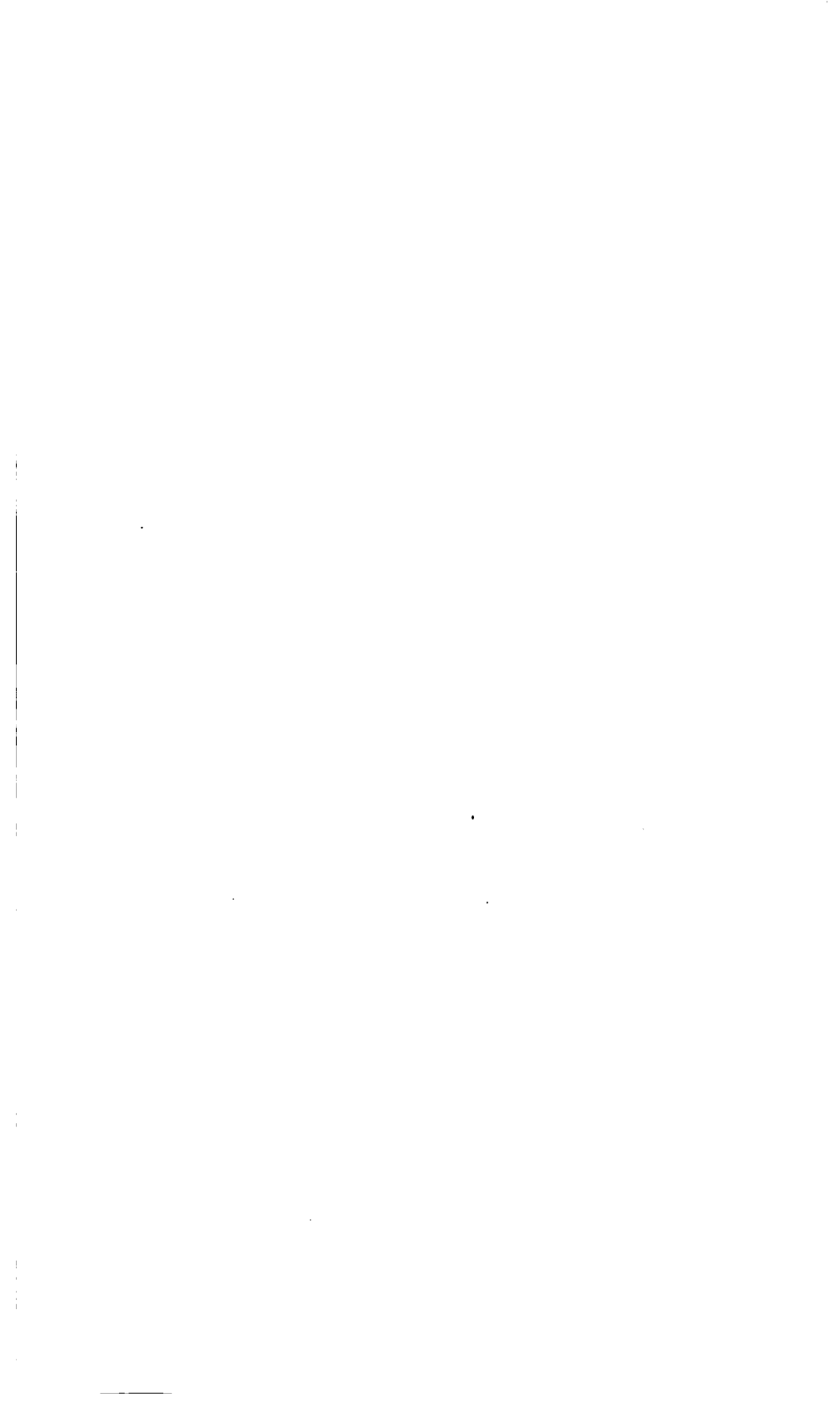




THE NEW SING SING PRISON (UNDER CONSTRUCTION)
Lewis F. Pilcher, State Architect

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THE PRISON ASSOCIATION OF NEW YORK

OFFICERS FOR 1920

PRESIDENT

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SECRETARY

DECATUR M. SAWYER

TREASURER

C. C. AUCHINCLOSS

GENERAL SECRETARY

O. F. LEWIS

ASSISTANT GENERAL SECRETARY

E. R. CASS

VICE-PRESIDENTS

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JACOB H. SCHIFF

ROBERT W. DE FOREST

GEORGE W. KIRCHWEY

GEORGE W. WICKERSHAM

EXECUTIVE COMMITTEE

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J. FENIMORE COOPER

ALEXANDER M. HADDEN

DEAN SAGE

MORNAY WILLIAMS

CLASS OF 1922

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MRS. JAMES F. CURTIS

EDWIN O. HOLTER

RICHARD M. HURD

FRANK D. PAVEY

CLASS OF 1923

FULTON CUTTING

WILLIAM H. GRATWICK

HENRY G. GRAY

HENRY E. GREGORY

JOHN SEELY WARD

CLASS OF 1924

IRA BARROWS

F. E. DAVIS

E. TROWBRIDGE HALL

MRS. GEORGE T. RICE

STANDING COMMITTEES FOR 1920

LAW COMMITTEE

SAGE, GREGORY, HOLTER, KIRCHWEY, PAVEY, WICKERSHAM.

PRISON DISCIPLINE

KIRCHWEY, DAVIS, HURD, MRS. RICE, SAWYER.

RELEASED AND DISCHARGED PRISONERS

HADDEN, MRS. CURTIS, CUTTING, HALL, HOLTER.

DETENTIONS

CHISOLM, BARROWS, GRAY.

FINANCES

AUCHINCLOSS, CUTTING, MRS. CURTIS, HURD, SAGE, SAWYER.

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GREGORY, LEWIS.

PREVENTION OF DELINQUENCY

SAWYER, CHISOLM, CUTTING, HURD, MRS. RICE.

FEMALE DELINQUENTS

MRS. RICE, MRS. CURTIS.

STAFF OF THE PRISON ASSOCIATION 1920

ADMINISTRATION

O. F. LEWIS, General Secretary.

E. R. CASS, Assistant General Secretary.

MISS F. S. AUCHAMPAUGH, Assistant Secretary.

R. S. MORISON, Cashier.

MISS BEATRICE STECKER, Chief of Appeal Bureau.

MISS FLORENCE BENSON, Secretary to Mr. Cass.

MISS BESSIE RATNER, Clerk.

MISS ANNE GILLESPIE, Clerk.

MISS MARCHA WALES, Clerk.

MISS CHRISTINA ATTANASIO, Clerk.

PAROLE BUREAU

AUGUST L. BOHN, Agent.

PROBATION BUREAU

D. E. KIMBALL, Agent.

EMPLOYMENT BUREAU

JOHN J. MOLLOY, Agent.

INSPECTION BUREAU

ARTHUR D. MOIR, Agent.

BUREAU OF PREVENTION OF DELINQUENCY

ARTHUR D. MOIR, Field Agent.

RELIEF BUREAU

ROSWELL SKEEL, JR., Agent.

SEVENTY-FIFTH ANNUAL REPORT OF THE PRISON ASSOCIATION OF NEW YORK

HON. HARRY C. WALKER,

Lieutenant-Governor of New York:

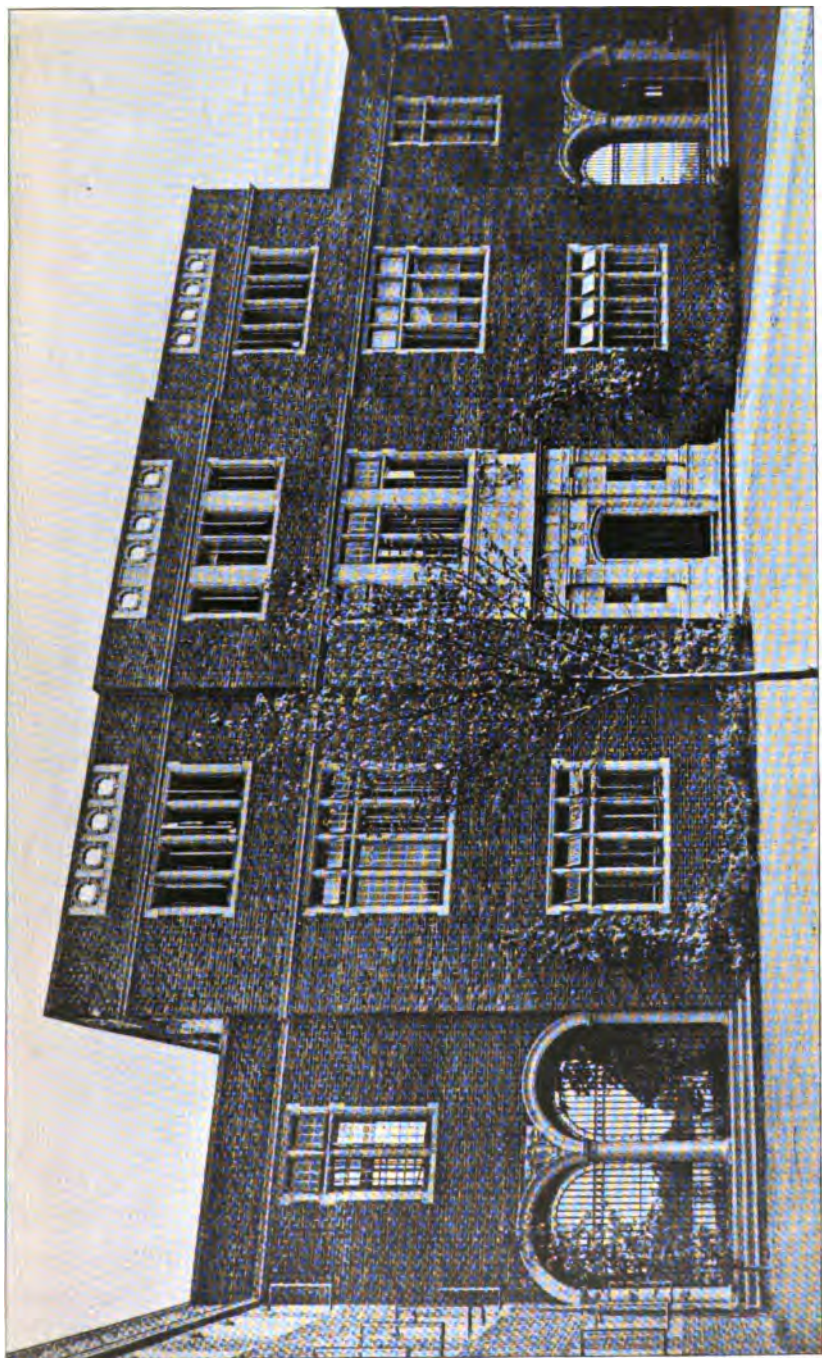
SIR.—In accordance with chapter 163 of the Laws of 1846, we have the honor to present the seventy-fifth annual report of the Prison Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK,

by EUGENE SMITH, *President*.

O. F. LEWIS, *General Secretary*.



COURT FACADE OF ADMINISTRATION BUILDING
Westchester County Penitentiary and Workhouse, White Plains, N. Y.
Alfred Hopkins, Architect.

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INTRODUCTION

THE PRISON ASSOCIATION OF NEW YORK

THE annual report this year has been again, as in 1918, materially shortened, principally as a measure for the conservation of State and Association funds.

The Association has concerned itself continuously for seventy-five years with the treatment of delinquents. Its charter, obtained in 1846, provided that the Society was to concern itself with (a) those awaiting trial, or being tried; and (b) with those in prison, and with prison conditions; and (c) with those who had been released from prison. In the earlier years the main attention of the Society was centered upon the relief of those incarcerated and with the rectification of the most flagrant abuses. In the course of time other important functions were developed and the scope of the Association's work extended. In the absence of accurate and comprehensive knowledge as to prison conditions and prison reform elsewhere than in New York, the Prison Association has frequently been the assembler and distributor of important and highly valuable facts and statistics. The Association has always been a recognized authority in this State in matters of prison reform. Since the time of Dr. Enoch C. Wines in the sixties of the nineteenth century the Association has also played an important part in the national field and was the chief factor in the foundation of the American Prison Association in 1870, and later of the International Prison Commission, which has members in nearly every civilized country in the world. Conspicuous among the many results in which the Association has shared was the campaign for

the establishment of the Elmira Reformatory; the study of the Jukes Family by R. L. Dugdale, one of the board of managers of the Association; the development of probation in New York State; the development through many years of the parole system in New York city for the State reformatories and State prisons; the election of Dr. Barrows, corresponding secretary of the Association from 1900 to 1909, as president of the Eighth International Prison Congress; the successful campaign against the fee system in the case of county sheriffs; the increase of the endowment fund of the Association since 1910, from \$9,000 to more than \$100,000, and the increase in recent years not only in the membership but of the income of the Association and the accompanying development of the fields of activity of the Association. In recent years the Association has made a considerable part of its activity the co-operation in the development of new institutions, such as a Farm Industrial Prison to take the place of Sing Sing, the State Industrial Farm Colony, the State Reformatory for Misdemeanants, the Farm Colony of the Board of Inebriety of New York city and the proposed State Custodial Asylum for Feeble-minded Male Delinquents.

The most conspicuous and perhaps the most important militant activity of the Association has been, recently, the campaign under the slogan: "Sing Sing Must Go."

Throughout the country the Association is recognized as an important one in its field and it daily serves as a bureau for citizens of this and other States and countries, for information concerning the betterment of prison conditions, legislation and other social problems allied with delinquency.

For nearly seven years, through the activities of its Bureau of Inspection and Research, the Association has persistently campaigned for the abolition of the deplorable idleness existing among sentenced prisoners in our county jails and also for the improvement of the living conditions and management of these institutions.

THE FIELD OF PRISON REFORM

THE field of "prison reform" is far broader than was implied by the term in the earlier days of the Prison Association of New York. When this Association was founded in 1844, a very representative group of citizens of New York city gathered for the following purposes, which were incorporated in the charter of the Association granted by the Legislature in 1846:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.

In the three-quarters of a century during which the Association has carried on its work, without any interruption of the Society's activities and with gradual expansion as its funds allowed, the field of "prison reform" has more and more approached the scope of the general problem of public delinquency.

The Growth of Probation

Concern as to the condition of "prisoners detained for trial or finally convicted or as witnesses" has led throughout the country to the development of principles and methods of the suspension of sentence and of probation. In order to save, when possible, the less hardened offenders against the law from the inevitable stigma and evil influences of prison life, systems of probation have been organized, and at present a considerable proportion of so-called first offenders are placed by the courts under supervised freedom from a prison sentence, though by the

same action such convicted offenders are not at full liberty, but are **watched and guided by probation officers.**

This is called "probation." Nevertheless, those who are on probation have the opportunity to undertake again to establish themselves in industrial life, instead of being confined within prison walls as a punishment for the offense committed. The results of the probation system have warranted its continuation and it is generally regarded as the most important of the methods for the reclamation of individual offenders who are not hardened in crime.

The Prison Association has maintained for many years a Bureau of Probation, with a Probation Agent in the Court of General Sessions, Manhattan, whose salary and other expenses are met by the Prison Association. During the year 1919, his work showed a slight increase over the previous year in the number of cases investigated at the request of the Court, 679 in comparison with 602 in 1918. There were released upon probation to the Prison Association 176 persons. At the end of the fiscal year of the Association, September 30th, there were on probation 142 persons.

Persons released on probation are not thereby released from the consequences of their delinquency. They must report regularly to the Probation Agent, and they receive from him both supervision and counsel. If the conditions imposed by the Court relative to good behavior and industry are not fulfilled, the Probation Agent is authorized to bring the delinquent again into Court, and the Court may admonish further or send to prison or penitentiary the one who had been given another chance in limited liberty. Of the number on probation during the year, this treatment had to be given to 12 persons.

Restitution of property or property values is an important part of good probation. It is abhorrent to many

persons that a crime may be committed, involving often considerable value in property or money, and that probation shall be accorded without any requirement that restitution for the value stolen or otherwise appropriated shall be made. Therefore it is gratifying to note that the restitution collected through the Prison Association by order of the Court, and turned over to the injured parties, was in 1919, \$8,250 as compared with \$3,380 in the previous year. For family support, \$960 was collected through our Probation Bureau.

The probation system runs a constant danger—that of seeming to be too lenient in the presence of a deliberate or vicious crime. Public opinion, while tolerant to a remarkable degree of humanitarian methods of dealing with offenders, will not permanently reconcile with its sense of justice a probation administration that may neglect the importance of restitution as a severe and highly educational form of discipline. If the prison walls are to be spared the offender, under mitigating circumstances, restitution must in considerable measure take the place of the prison experience. In short, the offender must be made to understand that probation means in no wise that, as has been graphically said at times, the prisoner is entitled to one probation, just as the dog is commonly said to be entitled to one bite.

We have taken from the hundreds of instances of probation treatment several typical cases:

I.

A young man of 25 was referred by the Court to the Prison Association for careful investigation, the case being obviously a serious one.

He was a cripple. His mother was dead. His downfall had come through the joint temptations due to a low salary and external causes. At the time he succumbed to temptation, he was a bookkeeper receiving only \$57.50 per month. In these days of the high cost of living this was an extremely low salary. He could not live on the limited income, and provide himself with necessary appliances and shoes for an artificial leg.

From time to time he took advantage of a custom prevailing in the office, that of drawing on his salary in advance and putting vouchers for the same

in the cash drawer. The races began to tempt him. He drew one hundred dollars from the cash drawer and soon his losses exceeded his winnings. He went finally to his employer, frankly confessed his fault and was arrested. During some two months he was confined in the Tombs, awaiting trial.

His excellent character was testified to by many references. His family sold some stock, Liberty Bonds and War Savings Stamps, and the firm agreed to accept restitution in instalments. He was severely admonished by the Court, put on ten years' probation, and ordered to make restitution at the rate of five dollars a week.

By his ability he was soon earning thirty dollars a week in a different business. The firm offered to promote him to a position that would pay him much more money, but a bond was necessary. This was impossible because of his previous record. His own comment on the matter was that since he had been an offender, he deserved nothing better, but that he would soon show the world that he could make good.

He is now in a southern city, making good in a position paying him substantially more salary than in his previous jobs.

From a poor environment, and from a position where influences were bad, he has been lifted through probation, and through the very crime he committed, into conditions where wise advice, sane treatment, and sympathetic help have bettered his position materially.

II.

A man of 44 was found by our probation agent in the Tombs prison, held on a charge of forgery of a check for \$66. The man appeared to be broken-hearted. He could not, in his despair, seem to plan how he could ever repair the mistake he had made.

A combination of circumstances had led to his committing crime. Drink, indebtedness, borrowing right and left to make up debts, and finally this relatively petty forgery — these had driven him to a felon's cell. He was highly educated, an editor, and a man of strong emotions. He lived in one of the suburbs of New York with his wife and six children, none of whom was of earning age.

The children had no knowledge of the disgrace of their father. By the advice of the Probation Agent, the man entered a plea of guilty. His reputation was found to be not only good but enviable. He was capable of holding very responsible positions on different newspapers, as he had in the past.

In the last twenty years it was found that there had been but this one serious fault in his character. A host of newspaper men spoke good words for him.

Under the old system of jurisprudence this man might have gone to Sing Sing, and have been clothed in stripes, but through the judicious application of the probation system he was released on probation, and within one week was earning \$50 a week, and within the month was already making restitution for his wrong-doing.

III.

Probation is a remarkably successful method of treatment and help for the man or woman who, falling prey to the great temptations of New York for the stranger and the lonely person, does go wrong but almost at once seeks to make good the fault.

Many young men have come to this city from the West in the last two years, or have stayed here instead of going back home. The glamor of the metropolis brings much work to the Criminal Courts Building.

The young son of a clergyman in a western city came to New York, secured work in a Wall Street house, and saw enormous sums of money and bonds passing through the house every day. One evening, after the place had been closed and the safe locked, he discovered Liberty Bonds to the amount of \$2,000 accidentally lying outside the safe. The temptation was too strong for the boy, and he took the bonds to a pawnshop.

Reaching the door of the shop he became conscience stricken, and he returned the bonds at the first possible moment to his employers. The lad's past was investigated by mail. He had been employed in two western cities, and had never been convicted of crime. He had an honorable discharge from the Navy, having served on a submarine chaser for nearly two years. His commanding officer gave him an excellent record. The Court released him on probation.

He has gone to work on a farm in the country, having come to the conclusion that he is unable to resist the temptations of a large city in a position of responsibility.

Prison Discipline

The second object of the Association, viz.: "The improvement of prison discipline and the government of prisons for cities, counties or State," was in the earlier years regarded as requiring of the Association's staff and board of managers frequent visits to the jails and prisons of the State and particularly the giving of advice, counsel, sympathy and succor to those in prison. The early years of the Society's activity were marked by very grievous abuses within the prison and jails, and for many years the fight made by this Association for even an approach to humane treatment within prison walls was an unequal contest, in an era when the harshest kind of treatment was still considered to be not only necessary but reasonable for those in prison.

It is to the enduring credit of the early leaders of this Association that they saw the injustice and often the iniquity of the so-called "straight sentences" imposed upon felons. A felon is one convicted of one of the more serious crimes in the penal code and who in consequence is sentenced to a State prison. Throughout the sixties of

the nineteenth century, this Association led the movement for the introduction of the "indeterminate sentence," which meant that the sentence imposed upon the first offender in felony should be not a straight sentence, but one that might vary according to the conduct and other conditions, mental and physical, brought to light during the prison career of the individual thus sentenced. This fight for the indeterminate sentence was in reality a part of the strong movement for a far more reformatory treatment of persons convicted of crime, and sentenced to prison.

The establishment of the New York State Reformatory at Elmira, which was opened in 1876, and for which the Prison Association was to a considerable degree responsible, marked a new era in prison discipline and the accomplishment of one of the great efforts under Section 2 of the objects of this Association. The reformatory standardized in time the reformatory treatment of felons and also, in other States, the reformatory treatment of misdemeanants in State reformatories. Within a generation State reformatories along similar lines sprang up in many other States and the general principles of treatment, which originated at Elmira, have been introduced and have developed in reformatories throughout the country.

Prison Conferences and Conventions

Yet this phase of prison discipline was only one of the developments advocated and often successfully obtained through the efforts of the Prison Association. More and more the Association became a group of representative citizens interested in broad, just and progressive programs for prison reform, thinking of the welfare both of the State and of those incarcerated and studying carefully the experiences and developments in the field of delinquency, not only in this country but in Europe and other parts of the world.



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For the great purpose of securing to prison officials, boards of correctional institutions and students of the problems of crime the best possible knowledge of conditions and methods elsewhere than in their own local communities, the Prison Association, through its then Executive Secretary, Rev. Enoch C. Wines, led in the organization of the National Prison Association in 1870 at Cincinnati, where for the first time on a large scale such groups of persons dealing with criminals or studying crime came together. This Association has continued as a great national forum for the discussion of problems of crime, and will in 1920 observe its fiftieth anniversary. It is not by accident that the President of the Congress of 1920 is the Hon. George W. Wickersham, a member of the Executive Committee of the New York Prison Association and distinguished for his wise and progressive activities in the field of prison discipline, particularly during the period when he was Attorney-General of the United States.

In order further to make possible the comparison of methods of prison discipline Dr. Wines, in 1872, brought to pass the first International Prison Congress in London, at which gathered representatives of the leading nations and governments of the world. That Congress has continued to meet approximately twice in each decade, except during the period of the world war.

The Growth of New Institutions

The term "prison discipline" has come to embrace the very broad field of all institutional methods in dealing with delinquents. Recognizing this fact, the Association has shared with other organizations the efforts for the establishment of more specialized institutions within this State for the treatment of delinquents. The present Berkshire Industrial Farm, known first as the Burnham Industrial

Farm, was strongly advocated and supported in its inception by this Society. Likewise the Association urged the establishment of a New York City Reformatory for Misdemeanants in order to remove from the Workhouse, an institution in which all ages and conditions were gathered for misdemeanors, the young and less hardened offenders. This institution, established early in the first years of the twentieth century on Hart's Island at the neck of Long Island Sound, was transferred in 1916 to a farm location of 610 acres in Orange county near Middletown, N. Y., and is called New Hampton Farms. This Association aided in the securing of that site, in the planning of the buildings and by advice in the appointment of certain members of its permanent staff.

For many years the Association advocated the establishment of a State Industrial Colony for Tramps and Vagrants, and when the Colony was established was represented on its first board of managers. The site, purchased in Beekman, Dutchess county, was assigned by the State for other purposes early in our war period, and the project of such a colony has been for the present abandoned.

The Association has also advocated a State Reformatory for Misdemeanants. A board of managers was appointed for such a colony in 1913, but the site was never secured. In the last few years the Association has recognized with increasing conviction the facts presented, particularly by psychologists and psychiatrists, in dealing with delinquents, that the legal difference outlined in penal codes between felons and misdemeanants is often not indicative of actual differences and that in the best correctional systems of the present and of the future felons and misdemeanants are not separated as such in different institutions, but that a different method of classification, based upon a far more fundamental, physical and mental difference, is essential. Therefore, the Prison Association has

ceased to advocate a State reformatory for misdemeanants as such, but has, with increasing emphasis in recent years, advocated the establishment of a State Department of Correction, which should have control of all the State correctional institutions and that such institutions should be differentiated in their functions according to the best known methods of the classification of delinquents.

As an important step in that direction, the Association has advocated for several years the opening of Elmira Reformatory to misdemeanants. New York is the only State which has constantly admitted only felons to its State Reformatory. The neighboring States of New Jersey, Pennsylvania, Connecticut and Massachusetts, all admit misdemeanants as well as felons, and the general statement is made by the executives of those institutions that the procedure is just and that they do not find the intrinsic difference between felons and misdemeanants, which the laws of the State of New York assume to be the case. Indeed, by the very application of criminal procedure in the courts, it often happens that the individual indicted for a felony is permitted to plead to a misdemeanor, whereby the person thus dealt with goes no longer to the institution to which he would have been sent, if convicted, but is sentenced to a different institution, often because the evidence is not strong enough in the District Attorney's office, to secure the conviction which he often would be glad to secure.

The Honor System

"Prison discipline" has also broadened in its conception to embrace experiments in the treatment of prisoners which at the time were regarded as highly radical and as perhaps foredoomed to failure. The very remarkable growth of the honor system at the end of the first decade and in the early years of the second decade of this century was a

vivid example, striking at the roots of the traditional prison solitude and prison repression. There was a very wide development of the early "trusty" system. Prisoners were taken outside of prison walls and worked on farms and on the roads as well as in the forest. The growing use of the automobile created an enormous demand for good roads. The growing costs of living suggested the raising of food products on much larger scales. With these demands came also the echoes of the strong humanitarian movement for the alleviation of disease and of social injustice. The honor system was a method of vesting much greater responsibility upon the individual prisoner, testing both his will power and his loyalty and giving him a chance at a far more normal life while still amenable to prison rules.

In the State of New York, Great Meadow Prison stood out conspicuously under the wardenship of William J. Homer, whose daring methods under the honor system were endorsed and encouraged by this Association.

A New Type of Prison Structure

"Prison discipline," dependent to a very marked extent upon decent housing facilities, has led this Association in the last ten years persistently to campaign for the elimination of the so-called bastille cellblock type of construction. The Society has stood, without yielding ground, for the construction of prison buildings in smaller units than the typical cellblock with from 800 to 1200 cells. The Society foresaw years ago the lack of facilities in such gigantic cellblocks for proper classification and proper individual treatment of prisoners. Furthermore the Association took the stand nearly ten years ago for the abolition whenever feasible of the cage cell, at that time the standard type throughout the United States and advocated in its place the "outside cell," which means a simple room with a

window to the air adequately secured by tool proof steel from any escape therefrom. Our advocacy of this construction was based partly also upon the necessity of giving to the individual inmate a reasonable amount of privacy and of normal surroundings. During the last decade this fight has proved in large measure successful and will probably in time stand out as one of the first-class achievements of this Association. Embracing to a considerable extent, or entirely, this newer type of prison construction, are the following institutions, which are either completed or in process of construction: Westchester County Penitentiary; Sing Sing Prison; the New York State Prison at Wingdale; New Hampton Farms, and the Correctional Farm for Women at Graycourt.

The part played by the Prison Association in the above-mentioned plans of construction has been mainly educational and advisory. The credit for the adoption and carrying out of such construction has been due respectively to a special Board of Commissioners of Westchester county, consisting of Messrs. Robert S. Brewster, Arthur W. Lawrence and George E. Mertz; a Prison Building Commission of New York State, and particularly on that Commission Louis F. Pilcher, State Architect; the Department of Correction, New York city, under the Commissionerships of Katharine B. Davis, B. G. Lewis and James A. Hamilton.

We have cited at some length the roll played by the Prison Association because it illustrates in a striking degree the peculiar place and high importance of this Association as an advisory educational factor in the civic progress of the State. Without the presence of this Association, it is certain that modern methods would not so readily and so systematically have been introduced into our State.

Self-Government

The problems of prison discipline were further broadened and in a highly conspicuous way experimented with during the several years of self-government activities under the leadership of Thomas Mott Osborne from 1913 to 1916 at Auburn and Sing Sing prisons. In these efforts to vest a very great amount of responsibility and administration in the State prisoners themselves at these two institutions, Mr. Osborne had the warm endorsement of the Association in the principles of self-government, which he sought to have successfully carried out. That the results were not wholly successful did not detract from the ultimate evidence that in large measure the principle of self-government within a correctional institution is sound. Mr. Osborne has been for years a vice-president of the Prison Association of New York, and his successor at Sing Sing for six months, Dr. George W. Kirchwey, is also a vice-president of the Association.

Psychology and Psychiatry

As the conception of prison discipline has widened to embrace not only the ordinary administrative acts of prison officials but also everything pertaining to a full understanding of individual prisoners, the concept of the Prison Association's field under this section of its charter has annually broadened. We recognize today that prison discipline cannot be successful without a thorough-going understanding of the causes of crime and the application of the most modern methods of treatment. Consequently the Association has endorsed without reservations the scientific study of inmates of correctional institutions by physicians, psychologists and psychiatrists. In this branch of prison discipline we have supported by endorsement and by publications the work of the Laboratory for

Social Hygiene at the New York State Reformatory at Bedford, and more recently the equally admirable work on different lines of the Psychiatric Clinic at Sing Sing prison under the leadership of Dr. Bernard Glueck. The agencies making possible at the New York State Reformatory and at Sing Sing the elaborate epoch-making intensive studies of delinquents were Mr. John D. Rockefeller, Jr., for Bedford and the Rockefeller Foundation for Sing Sing. Principally from these explorations into the deepest motives leading to crime have come several new well-developed movements in our State, viz., the agitation for the adequate custodial treatment of feeble-minded delinquents, the establishment of psychiatric clinics in connection with correctional institutions, the establishment of a central reception prison clearing house and distributing prison for male State prisoners, and a similar institution for female prisoners, and lastly the establishment of a State Department of Correction as in part the best adapted and most necessary machinery for bringing to pass the above necessary and inevitable factors in our system of treating delinquents.

Prevention

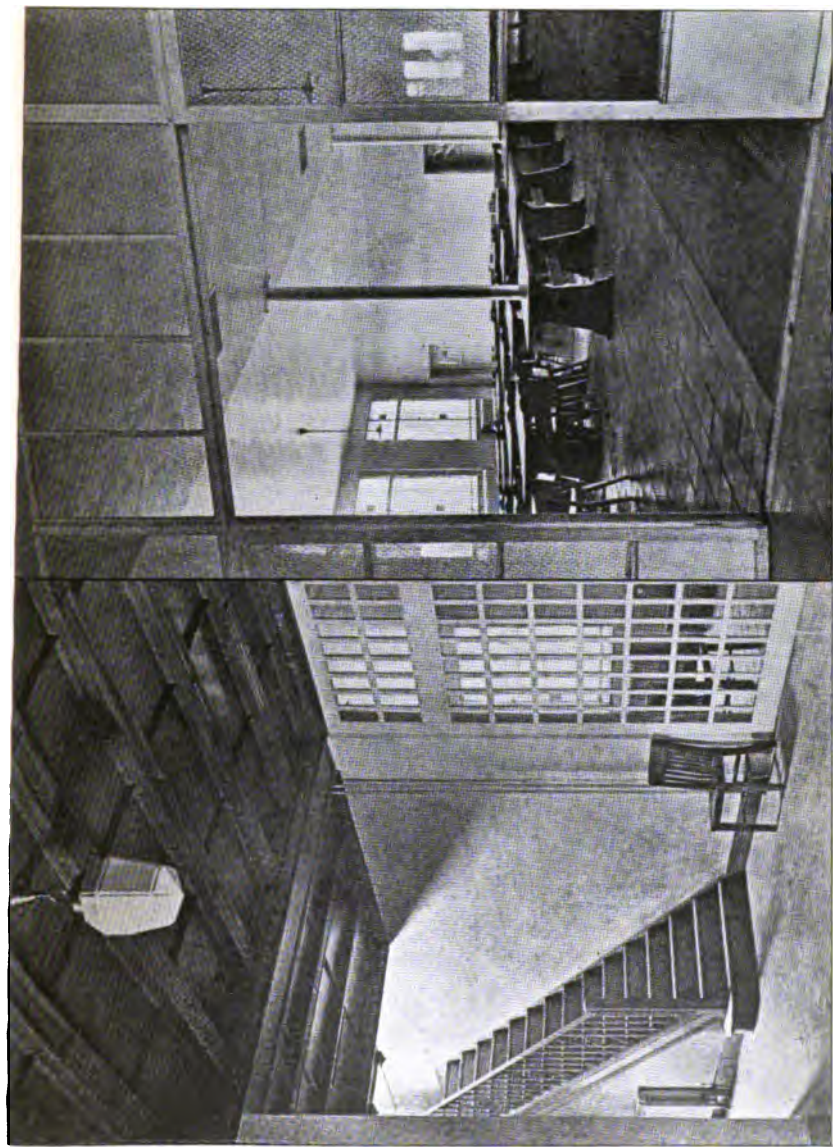
As the concepts of prison discipline have broadened and deepened, so has the appreciation gained far greater place in the public mind that prisons themselves are but one stage and one factor in the treatment of delinquency. In the earlier years of prison reform in this country the prison was regarded as necessarily the central and indispensable factor in dealing with crime. The prison itself took the place at the very beginning of our republic of many capital and barbarous public punishments. It was at the time of its establishment regarded as a radically humane method of dealing with crime, and it had to justify its existence. Therefore, the early functions of American

prisons embodied therein stern, severe and highly repressive methods of treatment which in the course of generations became traditional and ultimately barbarous in their turn. The very elements of the so-called "Auburn System," which finally were broken down by the introduction of self-government methods at that prison, were survivals of the earliest methods which were introduced by the most philanthropic and advanced prison reformers in their time.

Today there is a marked tendency to reduce the use of correctional institutions, and particularly the prison, to a minimum. It is frequently alleged that only as a last resort should a delinquent be committed to an institution. Just as in child welfare work the effort is to keep the child in the home until the home has proved it is almost impossible, and even then to board out the child in some other home rather than to commit it to an institution, so in the correctional field the efforts are multiplied to keep the offender out of the institution, if that is possible and is concomitant with the welfare of society. Hence the nationwide use of the juvenile court with its elaborate system of probation. Hence the rapidly increasing use of probation in the courts for adults and those above the age of sixteen. Hence also the almost equally strong movement to develop parole systems and, to such an end, to introduce and to develop still further, existing uses of the indeterminate sentence. Unquestionably prison terms are now not given in a very large proportion of cases that twenty years ago would have received a prison sentence. Unquestionably also many inmates are released on parole who twenty years ago would have received straight sentences and have served them without such commutation for good time as might have been allowed.

Parole

Prison discipline, therefore, connotes also the parole system, because although the period of parole is passed by



STAIR HALL, ADMINISTRATION BUILDING.

VIEW OF MESS HALL FROM CORRIDOR.

Westchester County Penitentiary and Workhouse, White Plains, N. Y.

Alfred Hopkins, Architect.

1871

the prisoner in qualified liberty outside of prison walls, the individual is still technically a prisoner and is under the control of the prison authorities. Parole differs from probation in that parole means the period subsequent to the individual's prison life, while probation means a period of supervised liberty allowed to a person instead of the serving of a prison sentence. In short, probation precedes the serving of a prison sentence, while parole follows a prison sentence.

From the time of the advocacy of a State Reformatory at Elmira, the Prison Association has championed the principle of parole, and until 1912 served as the parole agency in New York city for the inmates released from Elmira Reformatory. At present the Association receives on parole from the State prisons an average of 150 persons per year from the State prisons.

Just as Dr. Barrows, when Secretary of the Prison Association, wrote the first probation law of the State, so the Prison Association has urged the wide use of systems of parole. It is a fundamental principle that the agency granting parole shall give adequate attention to each case. Therefore, the Association secured in 1919 from the Legislature the passage of a bill requiring full time service of the parole commissioners of the New York City Parole Commission. For several years the Association has also aimed to secure the passage of a similar bill relating to the Parole Board for the State prisons.

The parole period of any released prisoner is of vital importance both to him and to society. The theory of parole is that the prisoner should become gradually again accustomed to that liberty which is enjoyed by every law-abiding citizen, and which was his before his prison term. Experience has proved that during the parole period there should be a careful and sympathetic supervision of the released prisoner's daily life, this supervision to grow less

from month to month until at the proper time he may receive his absolute discharge. In the matter of supervision, parole is therefore very similar to probation, and the two words are frequently confused.

Parole Bureau

On October 1, 1919, there were on parole to the Association 190 men. During the fiscal year ending September 30, 1919, 130 new men were received, making a total for the fiscal year of 320 men. Of these, 171 were discharged from parole during the year, after having satisfactorily finished their period of conditional liberty. For the twelve months there were declared delinquent 19 men, three men on parole died, and nine were returned to prison because they had committed new crimes.

There was a reduction in the number of cases under supervision, compared with the previous year. Fewer men, however, appeared before the Parole Board and more agencies and individuals are receiving men on parole.

Mr. Bohn, Parole Agent of the Association, made 1,092 visits and investigations during the year, besides attending Parole Board meetings at several State prisons every month, and on some occasions attended the meetings at all the prisons in a single month. In this way it was possible for the Association to keep in close touch with both the Parole Board and the men about to be paroled. Also, at the time he visited the different prisons, there were numerous cases referred to him which necessitated interviews with prisoners and prison authorities. On such occasions prisoners usually protested their innocence, or made requests for transfers, asked to be put in touch with some of their friends and relatives, appealed for the care of their families, made complaints about their treatment in the prison, or sometimes asked for help in securing artificial legs, eyes, etc. Following such visits it is always necessary

for our Parole Agent to hold conferences with judges, district attorneys, lawyers, friends, and others.

Through the efforts of the Association six ex-prisoners were restored to citizenship. In numerous worthy cases after careful investigation Mr. Bohn succeeded in convincing the authorities that warrants filed against men while they were in prison should be withdrawn. On several occasions, through the tireless efforts of our Agent, broken homes have been re-established. This in many instances has been the best thing not only for man and wife, but for the young children.

Among the very numerous instances of assistance given we choose the following as typical:

A. B., who was paroled to the Association during the year, had serious domestic difficulties, which resulted in a separation from his wife for a considerable period. Strong effort was made by Mr. Bohn to persuade A. B. and his wife to forget their differences, and finally after repeated interviews and adjustments they became reconciled. At present both are living happily together, and A. B. is holding a responsible position at a salary of \$3,500 a year with a manufacturing concern.

C. D., upon being granted parole, was immediately taken into custody by the police because of a bench warrant against him. The offense charged in this warrant was not a serious one and because of his good record in prison and his apparent desire to "go straight" the interest of the judge who had issued the warrant was enlisted by our Parole Agent, which resulted in its being withdrawn and a suspended sentence imposed. C. D. was then transferred to the custody of the Prison Association, and is again working as a chef for his former employer, who is very glad to get him back.

E. F., a young Jewish lad, was paroled to the Prison Association after a most disastrous experience in prison. A short time before his release, while working in a weaving shop, he was ordered by a keeper to adjust the belt, which had slipped from a pulley revolving at a high speed, and in carrying out this order E. F.'s arm was caught in the belt and practically wrenched from his body. He was confined to the hospital for some time, and the shock brought about a nervous condition, in addition to the return of a speech defect, which as a young child he had succeeded in overcoming. E. F.'s sentence was commuted by the Governor through the efforts of our Parole Agent, and he was then released on parole to the Prison Association. His mother is a widow and must work and in need of his help. E. F.'s condition was so serious that it was exceedingly difficult to obtain employment for him. Finally, through the persistent efforts of our Employment Secretary, with the co-operation of the Red Cross Bureau for handicapped and crippled people, a suitable job was obtained. Subsequently the Prison Association

prepared and had introduced a bill to authorize the young man to present his case to the Court of Claims for consideration. This procedure was necessary, because he was injured while employed by the State, whereas if he had been injured as seriously as he was while in the employ of a private concern, he would be well taken care of under the Workmen's Compensation Law.

G. H., a young colored man, was released to the Prison Association with the understanding that this Society would be responsible for obtaining work for him. The man was without funds, and we persuaded the aunt of G. H. to take him into her home, at least temporarily. Money was advanced to him by this Association and a promising job was secured for him. He responded very favorably to his treatment, and in a short time received an increase in his salary and placed in charge of a large squad of men. His employer speaks very highly of him, and G. H. seems particularly grateful and determined to conduct himself properly.

I. J., a young married man, who had served a term for attempted burglary, which he said was committed in order to provide for his sick wife and baby, came to the Prison Association on parole early in the year. He came out with the determination to make good, and his wife, who had worked and supported herself during the term of his imprisonment, was ready to take him back. A good position was secured for him out-of-town, enabling him to re-establish a comfortable home and making it possible for his wife to give up her work. He worked steadily in the same position, his salary increasing as he became more familiar with the work. In addition to this, he worked during his spare time at trapping fur-bearing animals, which has materially increased his income. He has kept away from former associates, apparently has every intention of continuing to make good, and is very happy in his little home.

Employment Bureau

During the year the employment work was carried on by Miss Gibbons, who was assistant to our former Employment Secretary. At the close of the fiscal year the services of Mr. John J. Molloy were obtained. Mr. Molloy was for five years an employee of the State in a confidential capacity at Sing Sing prison, and for one year was connected with the Federal Employment Bureau in New York City. Mr. Molloy during his five years' experience at Sing Sing gained a very intimate knowledge of the men in prison, and this together with his experience in the Federal Employment Bureau, well equipped him to undertake the work of the Employment Secretary of this Association.

The scarcity of labor had a decided effect upon the work of the Bureau insomuch as it reduced the number of

applicants and made it on the whole easier to place those who did come to the Association. The feeble and crippled applicants presented the usual difficult problem, but much co-operation was obtained from the Bureau for Handicapped and Crippled Persons maintained by the Red Cross. There was a noticeable preference shown by many employers for men who had been discharged from the army and navy, but nevertheless, practically no difficulty was experienced in placing able-bodied men who were really willing to work.

The total number of applicants for employment was 322. Work was secured for 175. Of this number there were 88 who did not return for placement, eight who would not take the work secured for them, and the balance were too old and feeble to be placed. They were assisted with food and lodging, and in several cases commitments were obtained for them to the City Home.

The following are typical examples of experiences with men who came under the care of the Employment Bureau:

I.

Bill had been a burglar, known to many states. He had spent more than twenty years within walls. Seventy years of age, hale and hearty, clear-eyed, a model specimen for his years.

He wanted a job; he wanted to "go straight." He wanted the man or firm giving him employment to know that he was an ex-prisoner.

A certain detective agency advertised for men. We got the manager on the phone and he was willing to put Bill to work.

Knowing that Bill would tell of his record, the Employment Secretary decided to accompany him to the agency. Mr. M. was at his desk when we arrived. He heard the story, looked at Bill and said, "I'll put you on. Say nothing to anybody else about your prison record."

Bill made so good as a watchman that when the United States Government shipped nine million dollars to Europe, Bill was placed in charge of the precious cargo awaiting shipment. "Just think," exclaimed he, "Old Bill placed guard over nine millions! A short while back I would have had some of that gold and they would be wondering how it disappeared. Guess Old Bill can be trusted with anything now!"

His conversation is clean always, indicating a clean mind. He has been known to protest when those in his company use off-color language. He is a great lover of dogs.

Bill numbers many eminent Judges and District-Attorneys among his well wishers and friends, paradoxical as it may seem. The introductions were not always of the social sort.

In less than three months he has saved more than \$100 and is intent on adding to that sum.

He is making good.

II.

A tall, gaunt man, of peculiar facial expression, came some months ago. He was hungry and cold and out of a job. When questioned as to his prison experience he spoke with seeming frankness, as follows:

"I'm forty-seven years old and have spent twenty-six and one-half years in various prisons for burglary and other crimes. I can get work but my clothes are, as you see, gone to rags, though I have not been long out of Dannemora. It rained hard and I carried the banner last night and I am wet now. If I go to apply for work in these clothes they'll know I got them in prison and that will queer me."

We furnished him with a complete outfit, including a warm overcoat, and sent him to a restaurant with a ticket for a dinner, instructing him to return, which he did. What wonders had been wrought by that simple meal! (An interesting chapter on the psychology of a dinner could be written.) The man with the dinner beamed with smiles. He became hopeful and confident.

We got him a job along his chosen line—kitchen work. "This," he explained, "gets me three squares, and all I have to look out for is the room and I don't have to stop at the Waldorf." We saw to it that he had a room and sufficient cash to enable him to pay fares, get shaved and buy a few cigarettes, or the "makings." He promised to stick to the Prison Association, and seemed pleased when assured that the Association would stick to him till he got on his feet if he meant to "go straight," and this he earnestly promised to do. He did not hold the job long and we had him on our hands again.

Then he disappeared, left the state. He returned. He had been tempted and once yielded. With a companion he stole a suit case from a railroad station, and got away safely.

"Then," as he said, "I remembered my promise and told my pal I was going back with it." He said, "You d— fool, you're safe now, if you go back they'll nab you." I said, "I don't care, I promised a man in 135 East 15th Street, that I was 'going straight' and I'm going to stick." He returned the suit case and came back to New York City by the freight route, minus the overcoat, which he sold that he might eat.

On another occasion, meeting some of the "Bowery Elite," he was invited to go out "on a job." In language not exactly polite, he declined.

Ten weeks ago we got him a job in a restaurant kitchen at \$15 per week and meals and he is sticking. To quote from his letter of February 9th, " * * * so you readily see I am not lacking stability, but just pegging slow and sure." He has been paying his debts, here and elsewhere.

Patience and consideration only could hold this man in place. He never before had worked so steadily.

III.

A young fellow in the early twenties, who never did any work excepting that which got him into trouble, came and told his story. He had been so accustomed to handling large sums of money that the ordinary wages he could command at honest employment looked insignificant. But he did want a job. "The cops are trailing me and I do not want any more of the 'big house,'" as they call Sing Sing.

Q. "What can you do?" A. "Anything that will pay decent wages?"

Q. "What do you call decent wages?" A. "Twenty-eight or thirty dollars a week, to begin."

"But you have something to prove. I can get you a job that will pay you \$21 to \$23 weekly."

"That would be only expense money," he answered.

"You stand in your own way," I assured him. "You wait for the big dollars, letting the little ones slip through your fingers. At the end of four or five weeks your expenses will not grow less, and you will have lost the wages you could have earned, which, at least, would have paid those expenses. You still have nothing to show, and the cops are still alert." Financial aid was given that he might defray carfares, etc., hoping that he might resist temptation. At the end of five weeks he came to say: "I'll take anything." During the interval he had followed a doubtful course.

He was sent to sure employment but did not report. What, to him, looked better came along and he began his career of industry. How long it will last is a matter of speculation. There is danger for him in the very work he has undertaken. His knowledge of the business was acquired that he might more successfully ply—in company with others—his illegal schemes.

He had handled thousands of dollars, all of which he lost in gambling, losing between \$6,000 and \$7,000 before serving his last bit. A doubtful case until he begins to think along straight lines.

IV.

Also a young man in years but old in experience. He had recently been released from a prison outside of the State.

"I have been in prison several times," he said, "and I am beaten! I don't want any more of it unless I am driven to it. If I was not sincere I would not be here. I have no money and I want a job. What I say is from the heart, not the lips. I have tried to get a job on my own account but the odds are against me. I want someone to give me a job knowing that I am an ex. If I am trusted I cannot fail. A good thief never betrays his employer or his friend."

"What can you do?" I asked. "While in 'stir' I learned the carpenter's trade. I've had a fair schooling, write a good hand and can do ordinary clerical work."

He is an impressive fellow and so sincere that one could not help but believe him. We got him a job. The work was hard and in the open.

Some weeks later he came to say that he was obliged, through illness, to leave his job, but that he had another as salesman for a real estate corporation and that he was looking forward to a successful season.

He received our financial and moral support on more than one occasion. An expert burglar, he could go out and "get it" with ease, but wanted to

make a new and better name for himself. He has made two payments on account of his obligations.

More than any of our clients, does he yearn to be trusted. Writing, he said, among other things, "So I trust that you will not lose faith in me as my heart is positively in the right place." Had he come to the Prison Association earlier in his career, finding the atmosphere warm and friendly, his unhappy record might have terminated long ago.

The Families of Prisoners

The hardship, destitution and misery experienced by the families of men suddenly removed from their homes and sent to prison is one of the most pathetic facts met in the prison reform field. For many years, the Prison Association has helped as wisely and as liberally as possible many such families, through the service of a relief agent, who works not only with years of personal experience, but also in co-operation with other charitable agencies and institutions in and about New York. This work is aided also by a special committee of men and women under the chairmanship of Mr. Alexander M. Hadden, who meet frequently and discuss the best methods of solving the problems of the different families.

I.

"Your husband has been arrested, charged with murder," was the message received by young Mrs. X, aged 23, when she returned to her home with her little two-year-old daughter, on a night in October, 1909.

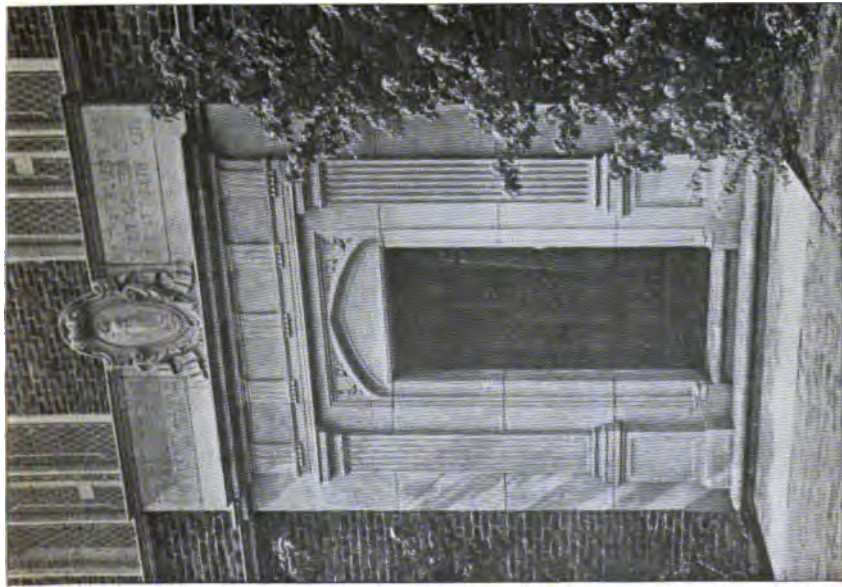
Nearly all of their savings, of about \$400, went to a lawyer for the husband's defense, and the balance of about \$70 was soon spent in living expenses. She lives with her mother-in-law who does office cleaning and has two rooms on the lower East Side, at a rental of \$9 per month.

Mrs. X was about to become a mother and our visitor brought a nurse to see her. Arrangements were made for her confinement, and a weekly allowance was given to her for food. Since then a little daughter has been born to her.

When her husband's case came up for trial, he pleaded guilty to manslaughter in the first degree, and when the sentence was finally passed, our visitor had to break the news to Mrs. X that the Court had imposed a sentence of from nine years minimum to eighteen years maximum. She bore it bravely.

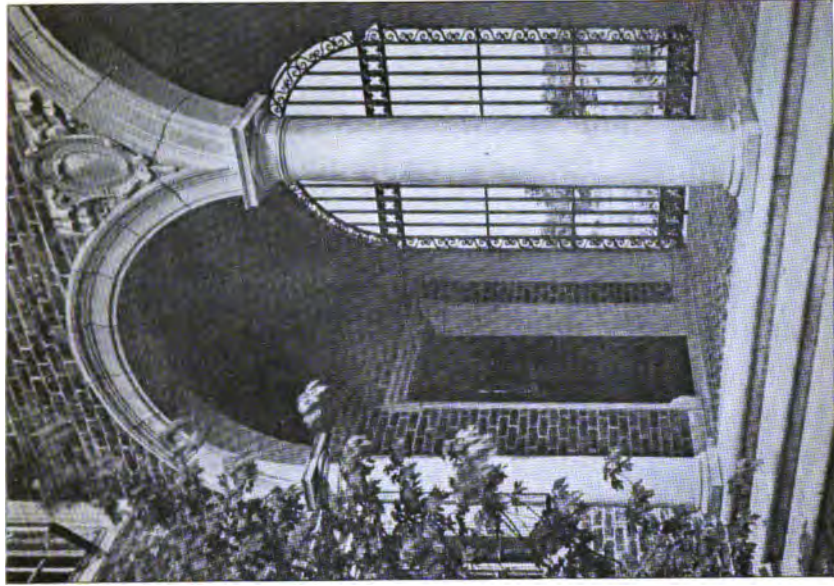
Our Relief Bureau will see that she is cared for. She will have to be "carried," as the expression goes, for about a year, or until her baby is old enough to permit of being placed in a day nursery while she goes out to work.

In due time our visitor will see her husband in prison and tell him of our plans for caring for his wife and children. Mrs. X tells us that "her man



COURT ENTRANCE TO RECREATION CORRIDOR

Westchester County Penitentiary and Workhouse, White Plains, N. Y.
Alfred Hopkins, Architect.



DETAIL OF LOGGIA FROM CENTRAL COURT

ASTOR, LENOX
TILDEN FOUNDATIONS,

was always good to her" and she will no doubt be faithful to him and at last welcome him to a home which they will have to keep together. In the meantime we shall tell Mrs. X that she is always to come to us for help or advice, should she need it, even though she becomes self-supporting.

II.

In the year 1917, the family of Mr. & Mrs. Y and their children were "getting along fine," as the saying is, he being a wine and oil salesman and making \$50 per week. Then the tempter came and Mr. Y became a counterfeiter. Just before Christmas he was arrested. There are five children, none of whom were then of working age. Mrs. Y began work as an embroiderer at home, and borrowed sundry sums from relatives or friends, in the struggle to keep the family together.

Finally she came to us. We aided the family in co-operation with another charitable organization. Then the daughter J secured her working papers; and the charitable organization which was co-operating with us in this case then felt that there was sufficient income for the family to get along without aid from them, providing the Prison Association paid the rent, which we continued to do. Some time afterwards, our visitor called and found the family struggling to get along as the daughter J had had to give up her factory work because she was soon to become the mother of an illegitimate child. Our visitor then appealed to the charitable organization to reopen the case because of J's misfortune. This they have done, and our Relief Bureau and this organization are working on a plan for the care of the family. We sent in a nurse from one of the near-by hospitals to examine two of the children, both of whom were ill.

The two children are now being treated at the dispensary and one of them will be sent to the country for a long period of convalescence. The daughter J will be cared for, and we hope that we can compel the man who is responsible for the child to pay for its support.

It will be at least three years before Y will be eligible for parole. J will aid her mother at home, but their income will have to be supplemented until the baby is weaned, and probably until the next eldest child secures her working papers, which will be in about a year and a half.

The Three Fields

The term "prison reform," however, includes far more than the study of prison discipline or the alleviation of the condition of prisoners. The term prison reform should include all efforts made to better the conditions under which prisons and other correctional institutions are conducted, or to discover the conditions which cause prisons to exist. No prison discipline can be intelligent without a well-grounded knowledge of the individual inmates. No inmates can be well understood without a knowledge of the

forces in the communities making for delinquency. Therefore, a considerable part of the work of the Prison Association in the three-quarters of a century of its existence has been to study, understand and to interpret the conditions that make for crime. This has required the Prison Association to be:

1. A discovering body.
2. An organization for interpreting to the public the problems and solutions of delinquency, and
3. An executive organization, caring for prisoners, and securing through legislative and other civic means necessary betterments in our laws, our institutions and our customs.

Legislation

The legislative activity of the Association is centered in work at Albany during the session of the Assembly and Senate. Each year the Association introduces such bills as its board of managers have approved.

The Association successfully opposed a bill providing for the payment of a fixed sum to the sheriff of Ulster county for the food of prisoners in the county jail.

During the legislative session of 1919, the Prison Association secured the introduction of the following bills in the Assembly and Senate:

1. To admit misdemeanants as well as felons to the New York State Reformatory at Elmira. This bill passed both houses, but was vetoed by the Governor.
2. Providing that the members of the New York City Parole Commission shall give full-time service. This bill became a law.
3. To reorganize the New York State Prison Parole Board. Held in Senate Committee.
4. To give credit for time spent in jail or prison prior to a conviction, in the determination of the length of sentence. Became law.
5. To remove the statutory limitations as to specific months in which a maximum sentence may expire. Became law.

The Association prepared a bill providing for the establishment of Sing Sing prison as a receiving station for the Prison Department, and for the establishment of a psychiatric clinic at that prison. By request the Association with-

held the bill and submitted it to the Prison Commission, which had just completed a survey on the subject of defective delinquents. Subsequently the Prison Commission introduced a more extensive bill, which, because of its radical nature, failed to pass. This occurred at a time in the session when the introduction of other legislation was inadvisable.

The following bills were supported by the Prison Association, through its representative, before committees, in conferences with individual members of the Legislature, in the offering of amendments, in filing briefs, and in interesting individuals and organizations. The representative of the Association spent several days per week at Albany in the above work for many weeks:

To amend the penal law in relation to punishment for murder in the first degree committed by minors, and providing life imprisonment instead of the death penalty. Failed of passage.

To amend the prison law relative to the birth of children in penal institutions. Became law.

To provide that the Board of Parole, in granting parole to prisoners, shall annex a condition that if such convict shall during period between date of his release on parole and expiration of his maximum term be convicted of a felony committed in the interval, he shall, in addition to sentence imposed for such felony, be compelled to serve the remainder of the maximum term of his sentence without commutation. He may, however, earn compensation in the reduction of the remainder of such term. Bill became a law, after certain changes suggested by Prison Association were followed.

In relation to penalty for purchase of stolen property from children under age of sixteen. Held in committee.

To amend the Greater New York Charter relative to the grading of matrons in the Department of Correction according to years of service. Became law.

To amend section 11-a of the Criminal Code, providing that the appointing magistrate or magistrates may remove a probation officer for cause, after giving such officer due notice, etc. Bill provided also that every county judge be required to appoint one or more salaried probation officers. Vetoed by Governor.

To authorize establishment of psychiatric clinics in cities of the first and second classes. Amended to omit cities of the first class to avoid confusion in New York City. Failed of passage.

To amend the Inferior Criminal Courts Act of the City of New York in reference to the domestic relations court. The domestic relations courts shall have sole jurisdiction over proceedings and charges against any person alleged to be disorderly. Also imposed other provisions. Became law.

To abolish so-called third-degree methods. Failed of passage.

To amend the Inferior Criminal Courts Act, in the matter of payment of fines, making possible the placing on probation of an offender and the payment of fines in instalments. Plan has worked successfully in Boston. Failed of passage.

To amend the prison law, by permitting a convict, except one awaiting sentence of death, to attend the funeral of a near relative or to visit such relative during illness, if death be imminent. Association offered amendments, and the bill became law.

To allow commutation of sentence to persons confined in county jail or jail farm. This change corrected a situation in cases where sentence of not less than thirty days and not more than 59 days was imposed. Became law.

To amend the penal law by providing that a person who, having been convicted of a misdemeanor, afterwards is convicted of a felony, *may*, instead of *must*, be sentenced for a "term not exceeding one and one-half times" the longest term prescribed for the punishment, upon a first conviction for the felony. Bill held in Senate Committee.

To amend the penal law, relative to punishment for second offense or petty larceny. Failed of passage in the Senate.

The Association worked for a bill extending the age limits of the children's court. There was much doubt as to its advisability. The bill failed of passage.

The Association was largely instrumental in defeating two bills affecting the New York City Parole Commission. One would have abolished the Commission, and the other bill, providing for the reorganization of the same, would have unquestionably placed the Commission under the direct control of the Mayor.

The Association also opposed the bill providing for abolition of the Commission on New Prisons, and for the organization of a new commission, to consist of the Superintendent of Prisons. The Commission on New Prisons was on record in favor of discontinuing its existence on the grounds that they had completed their work. The bill was objectionable because it did not safeguard the work already performed by the Commission on New Prisons, and it made it possible for the Superintendent of Prisons to disregard plans already drawn and generally approved, and also to engage the services of new architects to draw new plans. A bill drawn by Senator Sage to meet these objections was endorsed, with one or two exceptions of detail, by the Association. Mr. Sage's bill became law.

The Association opposed a bill making it possible to depose the chief magistrate of the Magistrates' Court of the City of New York, and the chief justice of the Court of Special Sessions before the expiration of their terms. The bill was defeated in committee.

Inspection

Certain bills in recent years have related to the administration of county jails or to local problems. Knowledge regarding these problems has been gained mainly through the regular inspection by members of the staff of the Association of the county jails and penitentiaries of the State. From 1912 to 1917 the Association maintained two assistant secretaries, whose principal activities centered in such inspections. Voluminous reports were made to county authorities, and there was during this period marked improvement in many of the jails in the State, particularly in the outdoor employment of prisoners and in the general toning up of the details of administration. The war caused a cessation of such inspection work in 1919, but it will be resumed in 1920.

Propaganda and Education

Cooperation with existing institutions and organizations in the field of delinquency has been fundamental with the Prison Association. The Association aims to interpret to the public and to the Legislature the needs and the excellent features of institutions, as well as their deficiencies. We have recognized that institutions often have little means of making themselves understood to the public. Therefore, on the platform, as well as through newspaper reports, special articles, and the like, this Society has tried to interpret the institutions of our State.

The field of public education, along lines of the reduction and prevention of delinquency and crime, is an important

part of this Society's work. It is no easy task to understand and to estimate accurately the complicated and very varied activities of State, county, municipal and private institutions dealing with delinquents. New York, perhaps, more than any other State in the Union, has a decentralized policy of penal and correctional administration. There is one general superintendent for the prisons, three different boards of managers for the State reformatories, a separate board of managers for each reform school for boys and girls, local boards of managers for denominational institutions of a reformatory character, a county management of each county jail, a municipal management of the very large institutions of the City of New York, a parole board for the State prisons, a parole commission for the City of New York, a probation commission to further the use of probation, a prison commission to examine and supervise the administration of prisons and jails, and other public or semi-public bodies, many of which to some extent overlap and work toward the same general ends. In such a tangled and important field the Prison Association aims to understand and to justly appraise the workings of the many boards, organizations and institutions. With a limited staff, and with funds raised wholly from private contributions, very modest in comparison with those of large charitable organizations in New York City, this Society seeks to serve as best it can in this field of co-operation, interpretation and promotion of good movements.

Round-Table Conferences

At times, conferences are called by the Association for the public discussion of problems in this field. For two years before our entrance into the war, semi-annual conferences of prison and reformatory officials were held at the call of the Prison Association, in the winter in New

York, and in the summer in the country at some institution. In 1920 these conferences will be revived, with a probable audience of approximately 50 heads of institutions and their representatives and colleagues. In this connection the Association has, at the end of 1919, taken the initial steps toward the organization of an "Executives' Club" in the City of New York, to be composed of approximately 75 members, all of them in positions of administrative and executive responsibility in institutions and organizations dealing with delinquency. The first bi-monthly meeting will be held early in 1920. There is no such organization now in New York, although there are more executives of this nature in New York city than in any other city of the Union.

The cooperation of the Association is not confined solely to New York. The Association maintains a Bureau of Information which is used daily in the answering of inquiries not only from other States but frequently from other countries. The General Secretary is called upon frequently to assist by advice and counsel in problems in other States. Committees and others seeking information in regard to prison discipline, prison architecture and most modern methods apply by letter and in person to the Association and are always answered as fully as possible.

Female Delinquency

One recognized weakness of the work of the Association has been in the field of female delinquency. During the seventy-five years of the Association's activity there have been no women upon its Board of Managers, although the philanthropic assistance of many women has been had. In consequence the Association has not given to the many problems of female delinquency all the attention it desired to give. With the close of 1919 the beginning of a new span of the Association's life is marked by the election of

women to its Board of Managers, a decision unanimously arrived at by the Board. The first two women elected were Mrs. George T. Rice and Mrs. James F. Curtis, both known for their practical and important service in this field. A standing committee on female delinquency is to be appointed, the chairman to be a woman, and it is contemplated that as soon as funds admit, one member of the staff of the Association will be a woman secretary in charge of work in the field of female delinquency.

The " Delinquent "

For eight years, from 1910 to 1918, the Prison Association published a monthly journal entitled " The Delinquent," which aimed to give timely and popularly presented information as to the newest developments in the field of delinquency. This journal was necessarily suspended during the war, because of the absence in war work of the General Secretary, who was the editor of the magazine. It may be revived during 1920.

The Prevention of Delinquency

IT is probably true that all charitable organizations in this country have learned from the civic activities carried on throughout our land during the war very important lessons. In the field of corrections these lessons have perhaps not been so marked as in the charitable field. Nevertheless, in prison administration and especially in the problems attendant upon the incarceration of political prisoners, new difficulties have arisen, some of which have not been solved.

In the field of community organization, and the use of the resources of the community for definite charitable or civic ends, movements of prime importance have developed. The great welfare organizations have had unparalleled experiences. It was necessary to create machinery within



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a very short time to handle by team-work and by new and emergent methods the sudden and often gigantic problems of service to the millions of young men in khaki and blue. Both within and without the camps, in the field and in the community, the people of our country, by hundreds of thousands, cooperated in a united effort to serve their own boys, suddenly transformed into soldiers, and needing, besides the military training, the satisfactions of their free-time desires for companionship, amusements, hospitality and other forms of service.

Lessons From The War

Out of the war have come, therefore, new conceptions of team-work as a solution of social needs and social ills. Yet the theory of the coordination of the work of charitable organizations and institutions, to prevent overlapping and to present a stronger front to the problems of poverty, is not at all new. The charity organization movement starting in the seventies of the nineteenth century, was based upon a belief in the efficiency of joint action, the reduction of overlapping, the understanding of the community's needs as a whole, and on the development of a spirit of thorough study and adequate treatment.

The Prison Association, sharing in this war work of the past two years, has drawn from this work certain conclusions, which have led to the organization by the Association of a movement for the prevention of juvenile delinquency by community effort. This is the first step in a new field of the Association's activities. Whereas in its work in probation, parole, the inspection of State, county and local correctional institutions, employment, relief legislation and research, the Association continues to operate as a society carrying on specific and necessary activities, in the field of prevention, it conceives one of its most

important functions to be the *coordinating of existing resources in local communities to work together* and effectively for the reduction of delinquency.

In a word, this attitude of the Association means, not that the Association will make efforts to establish committees of the Prison Association in local communities, but that it will render all possible service to communities to discover their own resources in the form of committees, groups, organizations, clubs and institutions, wherewith to seek to reduce delinquency, and particularly juvenile delinquency, by community effort rather than by the single effort of any one organization, however strong and active that organization may be.

In other words, delinquency is not an individual problem, but a social problem, a problem which cannot be regarded as localized in any group of individuals in any particular part of a community, or as developing under any special set of circumstances alone.

Delinquency a Community Problem

If, then, the production of delinquents occurs from a great variety of causes and in various parts of a community, it follows that the making of delinquents is a matter of general public concern and must be reduced and prevented by general public action. This action may take many forms according to the specific development of delinquency, but the fact is outstanding that no one single organization, be it a juvenile court, a detention home, a troop of Boy Scouts, an organization of the Big Brothers, a boys' club, a protective association or other body, can be expected to deal successfully with any considerable part of the delinquency output of a large community. The time has come to conceive of delinquency and crime as a social product and phenomenon comparable in many ways to a disease such as tuberculosis, cropping up in the most

varied localities and to be reduced and perhaps finally prevented by concerted and systematized action by the combined forces of the community.

The General Secretary of the Prison Association served during 1918 and 1919 in the organizing field of War Camp Community Service, studying thoroughly the principles and methods of community organization. Application of such methods to the problems of the prevention of crime have during the year of 1919 resulted in the inauguration of a campaign in the State of New York for the reduction of juvenile delinquency by community effort. Several pamphlets have been prepared and have been given wide circulation throughout the State. We regard this movement as forecasting an important development in the field of work of the Prison Association in future years.

The wide circulation of the pamphlet not only in New York, but in other States, brought to the Association late in 1919 many enthusiastic offers of cooperation in the field of community prevention of juvenile delinquency. The New York State Federation of Women's Clubs plans to circularize the more important local clubs throughout the State. The National Civic Federation, Women's Section, recommended the questionnaire printed below to a number of its branches throughout the country. In Massachusetts, both the National Civic Federation (Women's Section), and the State Federation of Women's Clubs plan early in 1920 to institute a State-wide movement in the clubs for the reduction of juvenile delinquency along the lines suggested by the Prison Association. Other organizations have manifested similar interest, and it is expected that during the year 1920 in a number of localities the community method of dealing with delinquency will have a careful and thorough trial.

We believe that in this current report the introductory stages and the methods of the movement should be presented in detail. To that end we reprint our pamphlet issued in the fall of 1919:

A PLAN FOR THE REDUCTION OF JUVENILE DELINQUENCY BY COMMUNITY EFFORT

By O. F. Lewis

General Secretary, Prison Association of New York, 135 East 15th Street

HERE is a new method of reducing juvenile delinquency, suggested by the fine community service given by countless individuals and organizations during the war. The present outline, comprising both a preliminary statement and "One Hundred Questions," aims to help in checking and reducing juvenile delinquency in our own home communities, through the study and understanding of local conditions; through the development of attractive and constructive substitutes for the attractions of juvenile delinquency; and through teamwork and united effort of local forces.

The preliminary statement gives reasons why this new method of attacking juvenile delinquency is reasonable and timely. The "Hundred Questions" that follow are a kind of "tabloid survey," to be used in the home community; by a local committee or group, in discovering and analyzing conditions of delinquency in the local community.

The aim of this leaflet is to make it possible for local communities to study and reduce their own delinquency conditions. The most important part of the leaflet is the "Hundred Questions."

This leaflet is published by the Prison Association of New York, 135 East 15th Street, to help keep boys and girls out of jails and reform schools and later out of prisons.

WE BELIEVE THAT:

There are individuals or organizations in all communities who are eager to help reduce juvenile delinquency within their communities.

Communities wish to have as little crime and delinquency as possible within their borders.

Communities wish to have as few young men and women, as few girls and boys as possible, from their communities in reform schools, jails, reformatories and prisons.

Communities wish to be known as *good* towns, efficient, with high civic spirit, and with an upright, progressive citizenry.

The boys and girls in the community are the ones the community is most concerned about, in matters of delinquency and crime.

THE POWER OF TEAM-WORK

Why not, then, perpetuate in your community the magnificent spirit of team-work, co-operation, hospitality and social service that grew to such proportions during 1917 and 1918—the American period of the war?

Why not, then, turn that remarkable spirit of good will and community service to the solving, now, of a vital local problem, juvenile delinquency?

Why not try, through organized community agencies and efforts, to eliminate as much juvenile delinquency and crime as possible from your own home town or city, *through preventive methods?*

Why not enlist thus a large number of people who do not wish to cease rendering some kind of service, and who will be keen to help provide in their community attractive, wholesome and constructive substitutes for evil and delinquency among the young?

LEISURE TIME AND RECREATION

It is in the leisure hours of life that delinquency and crime often have their inception and their fulfilment. After the work hours, after school hours, people, grown or small, seek recreation. Vicious recreations lead to vice and crime.

Therefore, the recreation period may lead either downhill or uphill. Moreover, recreation does not have to be simply play, or sports, or active physical pleasure. *Recreation may be found in study, self-improvement, in all sorts of satisfactions of strong desires or cravings.*

Good, clean, constructive recreation can, therefore, be one of the best crime-substitutes, one of the best equivalents for delinquency, in your community.

THE ATTRACTIONS OF DELINQUENCY

Let us never forget, in trying to combat delinquency, that *for the multitude of beginners in delinquency, delinquency is attractive.* If this were not so, there would not be so much delinquency. Delinquency has to be very attractive, to overcome the prohibitions of law, and of morals, and the expressed attitude of society toward the offender.

We cannot cure delinquency simply by prohibiting it, or solely by saying: "Thou Shalt Not —"

We *can* reduce delinquency and crime by setting up counter-attractions and equivalents that are interesting, useful and constructive.

ATTRACTIVE SUBSTITUTES FOR DELINQUENCY

What are some of these attractive substitutes?

We give several illustrations, out of scores. The Boy Scouts, or the Girl Scouts, or the Camp Fire Girls. Why? Because they capitalize the same spirit for *good* associations that, when unguided, becomes the "gang spirit" on the street corner or elsewhere. The Scouts set up high ideals of service, instead of low and sordid ideals, because they enable the "Scouts" and the "Camp Fire Girls" to lead lives full of color and adventure and competition and variety.

Look in another direction at a different kind of an "equivalent." *Organized play*. Team-work instead of vacant-lot play, the latter often unsupervised, rough, profane, and leading to worse things. Parks and playgrounds in a city are its pride. A city or town without playgrounds is getting to be ashamed of itself, these days.

A third substitute. What does *vocational guidance* mean but systematic training for a good job? Here is self-improvement as a recreation and an ideal. What is the opposite, leading to delinquency and vagrancy? *The unassisted, unsupervised hunt for a job*, leading the boy or girl into strange or dangerous places, heightening the spirit of wandering and tramping, drawing the lad into other cities, making of him often a young hobo and in time a "crook."

Let us look in still another direction. What relation is there between delinquency and crime and the community center movement? A real connection. The community center is the expression of neighborhood interest—interest in everything that will make the neighborhood better. That includes the conditions under which the boys and girls live. The unorganized neighborhood, with little or no civic spirit, is a far more fertile ground for juvenile delinquency and crime.

WHAT DID WE LEARN?

What did our millions of young men say, when they were in training camps, and far away from home, about the hospitality, the entertainments, the dances, the church suppers, the picnics, the meeting in general with clean-spirited, loyal, patriotic Americans, both of their own ages and older? What did they say about the remarkable recreational features of welfare organizations within the camps?

That whole-hearted hospitality and social service for your boy and mine, away from home, in khaki and in blue,

was one of the powerful factors in the community and in the camps all over this country.

Is there not, there, a great and striking lesson? Is it not time that we awoke to the enormous power for good, lying in entertaining, pleasurable, joyous, clean, useful and inspiring recreation? Has the war passed over us without our having learned this lesson for the present and for the future?

THE LESSON FROM THE WAR

Let us fill the spare time of our boys and girls with good things, interesting things, useful things. Things that attract and benefit.

Let us, our community, our town, help to carry our boys and our girls through their adolescence by making their lives fuller of the things that are worth while and recreational also. Then their lives will be *less full of things that they often like that are not good.*

COMMUNITY EFFORT

This can be done only by community effort. You, of course, may be able to provide a full and happy youth for your boy or girl. But what about the thousands of mothers and fathers that have not the means or the time or perhaps the enlightenment?

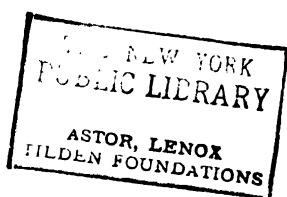
Cities are constantly getting larger, city life more intense. Streets are becoming increasingly the playgrounds. Are we satisfied with this development? Are we to continue to endure solely the reign of commercialized amusements for our children? Is it not time to begin to make *community programs* for some of the leisure time of our young citizens? Is it not time to make possible the proper gratification of youth in "our town?"



THE BEGINNING OF THE GANG.



NO PLACE TO PLAY EXCEPT THE STREET.



CO-OPERATION OF AGENCIES

There are not a few agencies aiming already to do this. But, just as the war showed us that we had to co-ordinate our efforts to provide adequately for the free-time of our soldiers and sailors, so now, in peace-time programs, we need to co-ordinate our thought and many of our efforts, as organizations and individuals, to provide adequately for the best uses of the free time of our boys and girls.

No one organization can carry, or wants to carry, the whole boy or girl program of spare-time activities. No one organization can comprehend in its program all the recreational and self-improvement features of a rounded program for reducing juvenile delinquency in a community. No one army won the war. The war was not won until nations pooled their thought and their effort for a common end.

Similarly, in a community's effort to reduce juvenile delinquency. The Boy Scouts can't do it all. A few troops of Camp Fire Girls can't do it all. The juvenile court or the probation system can't do it all. Here and there an effort at vocational guidance can't do it all. A community center can't do it all. An institutional church can't do it all. *But all agencies can be important parts in a general effort.*

Therefore, in our communities, we need union of effort, co-operation and much greater development of useful existing civic agencies and movements.

THE MAIN QUESTION

And, first of all, we need in our communities to know what we are already doing.

That means a *Survey*. Not a forbiddingly long, expensive, or exhaustive Survey, but one that can be home-made and home-conducted.

You will want to find out two main facts:

1. What are the principal factors causing crime and delinquency in your community?

2. What are the principal factors now combatting delinquency in your community?

Then will come the third—and main—question:

3. What can you do in your community to stimulate, augment and supplement the present beneficial activities?

Or, in short: How can your community make itself one of the best places in the country for children to grow up in?

A SUGGESTED PLAN OF ACTION

Bring together a small group of persons interested in the welfare of your children, and of the community.

This may be a committee of the women's club, or some civic committee, or a group of clergymen, or social workers, or other group.

Present to them the main points contained in the above paragraphs, and discuss the relation of what has been said to your community.

Let the discussion seek informally to determine what the chief sources of delinquency are in your community, the chief manifestations of juvenile delinquency, and also what is happening to the delinquent youth of your community.

Are they getting into the juvenile court, into jails, reformatories and prisons? Are they in large numbers on probation? Are they coming back on parole from institutions? What influences have delinquent youth upon your community? And so forth.

Canvass also informally what special agencies are now most instrumental in providing antidotes for delinquency.

Form a quick estimate of boys' clubs, girls' clubs, settlements, Boy Scout troops, Girl Scout troops, Campfire Girls, other associations for juvenile interests, facilities for public recreations, etc.

In short, let your committee meeting give a hasty glance at your problem, and also at the agencies that are now active.

And finally, as a result of this meeting, or of subsequent meetings, resolve upon a more careful and authoritative survey, in order that you may have sufficient facts before the committee finally to enlist more general interest in the campaign.

A STUDY OF THE HOME COMMUNITY

It is not intended herewith to suggest a "Survey" that shall necessitate very exhaustive inquiry, or the services of a paid investigator. We suggest a "community study," by volunteer members of the community, along lines indicated below. The results can be brought together in committee meetings, and discussed. Well co-ordinated plans can soon be made for betterments in the community.

Many things need not wait for the completion of the study of conditions in the community. Don't wait too long before taking action on evident things.

ONE HUNDRED QUESTIONS

[SUGGESTED METHOD OF USE. Seek the answers to the questions, by inquiry in the community. It is best to take up specific subjects and devote attention to them rather than to the entire hundred questions at the same time. Groups of questions may be assigned to different committees or persons for study and report.

Local social service organizations will suggest methods of approach to many of the topics. If local resources are not complete, inquiry may be made at any time to the national organizations named in connection with the specific questions. Thus: Questions regarding parks and playgrounds may be directed to the Playground and Recreation Association of America, 1 Madison Avenue, New York.

The Questions are not at all complete, but are suggestive of more comprehensive studies that can and frequently must be made. Only a few of the great number of national, state and local organizations are cited. Many others can give information.

Details as to methods of organizing such a community study may be had by addressing O. F. Lewis, General Secretary, Prison Association of New York, 135 East 15th Street, New York City.

Further copies of this leaflet, including the "Hundred Questions," may be had on application.

While this Questionnaire is prepared with special reference to New York State, it can easily be used in other States. Most of the organizations referred to in the Questionnaire are national organizations.]

POPULATION

1. What is the "Community" to be studied? The village, town, city or district? — [Russell Sage Foundation, Dept. of Surveys, 130 E. 22nd St., New York City.]

2. Population increasing or decreasing? Where? Why?

3. Chief racial or nationality divisions of the "community?" What significance for delinquency problem? Any centers of moral infection? — [Federal Children's Bureau, Washington, D. C., for Child Welfare in general.]

LOCAL ADMINISTRATION

4. Form of local administration: Mayor, supervisors, selectmen, common council, etc. — [American City Bureau, Tribune Bldg., New York City.]

5. What public officials have administrative responsibilities for delinquency conditions?

6. What conditions can be bettered by official action of public authorities? How? — [Nat. Municipal League, 705 No. American Bldg., Philadelphia, Pa.]

7. What clear examples of indifference or neglect by public authorities?

EXISTING CORRECTIONAL OR REMEDIAL FEATURES — PUBLIC

8. What local correctional institutions? Detention home, jail, lockup, reformatory, etc. Conditions of same. Legal purposes. Methods of administration. Betterments feasible. — [Prison Association of New York, 135 E. 15th St., New York City.]

9. What local courts deal with delinquency? — [Criminal Courts Committee, 105 E. 22nd St., New York City.]

10. Is there a juvenile court? Methods. Judge elected or appointed? Court separate, or a part of adult court? — [National Probation Association, Chas. L. Chute, Albany, N. Y.]

11. Ages of juveniles brought before it? Where are children detained pending court action? Methods in detention home? — [For detention homes, Dept. Child Welfare, Russell Sage Foundation, 130 E. 22nd St., New York City.]

12. Probation system in juvenile court? What probation officers, salaried, volunteer? Methods of supervision and treatment of children on probation. — [State Probation Commission, Albany, N. Y.]

13. Does press give undue publicity to proceedings of juvenile court and juvenile delinquency?

14. Physical and mental examinations of children by court? Who conducts them? Results? — [National Committee for Mental Hygiene, 50 Union Sq., New York City.]

15. What do court records show as to causes of juvenile delinquency, and methods of treatment?

16. Humane society or society for prevention of cruelty to children? Relationship to court? To delinquency in community? — [New York S. P. C. C., 297 4th Ave., New York City.]

17. What can be done to make parents more responsible for morals and conduct of their children, through court or public opinion?

18. What changes in court procedure in treatment of juveniles are necessary or desirable?

TRUANCY

19. How much truancy? How many truant officers? Training of officers? — [Public Education Assoc., 8 W. 40th St., New York City.]

20. Causes of truancy? In school methods. Non-school conditions, such as home, health, etc. — [State Dept. of Education, Dept. of Attendance, Albany, N. Y.]

21. What are schools doing to check truancy?

22. What are schools doing to attract and hold children's interest and enthusiasm?

23. What do school and court statistics show as to causes of truancy and possible remedies?

24. Truant school or parental schools? What other dispositions of truants? How schools reach families of truants?

25. What action with neglectful parents?

26. Relation of schools to juvenile court or other courts. Co-operation?

CORRECTIONAL OR REMEDIAL MEASURES — PRIVATE

27. Organizations for helping delinquents. Big Brothers, Big Sisters, volunteer probation officers, local committees, etc. — [Big Brother Movement, 200 Fifth Ave., New York City; Catholic Big Brothers League, 1 Madison Ave., New York City; Big Sisters, 200 Fifth Ave., New York City; State Probation Commission, Albany, N. Y.]

28. What individual work being done along these lines?

29. Existing charitable societies concerned with delinquents. Associated charities, St. Vincent de Paul, Salvation Army, Volunteers of America, etc.— [American Association for Organizing Charity, 130 E. 22nd St., New York City; Metropolitan Council, St. Vincent de Paul, 375 Lafayette St., New York City; National Headquarters, Salvation Army, 120 W. 14th St., New York City; Volunteers of America, 34 W. 28th St., New York City.]

30. Methods. Extensiveness of operations.

31. Other bodies concerned with delinquency. Churches, clubs, Rotary Club, chambers of commerce, settlements.— [International Rotary Clubs, Chicago, Ill. For settlements in New York City, Association of Neighborhood Workers, 184 Eldredge St., New York City; for Chambers of Commerce, American City Bureau, Tribune Bldg., New York City; N. Y. Federation of Churches, 105 E. 22nd St., New York City.]

32. Overlapping, lack of co-ordination, inadequate treatment, lack of financial means, etc.?

33. Treatment of delinquents, public and private, after returning on parole from institutions? Relief, employment, guidance?— [Prison Association of N. Y., 135 E. 15th St., New York City; National Committee on Prisons, Columbia University.]

CHILD LABOR AND JOBS

34. Below what age are children forbidden to work in factories, mercantile establishments, etc.?— [National Consumers' League, 280 4th Ave., New York City.]

35. What are the National, State and local laws relating to child labor?— [National Child Labor Committee, 105 E. 22nd St., New York City.]

36. Principal causes of child labor in community?

37. How much delinquency can be traced to child labor? In what ways?

38. How much idleness, vagrancy, street loafing can be traced to absence of jobs and of steady work?

39. Provisions for helping juveniles to find employment? To hold jobs?

40. Facilities for vocational guidance and trade instruction? Correlated with other agencies working with delinquents?— [State Dept. of Education, Division of Industrial Education, Albany, N. Y.; National Society for Vocational Education, 140 W. 42nd St., New York City.]

HOMES

41. What housing problems in the community?— [National Housing Association, 105 E. 22nd St., New York City.]

42. Relation of congestion, broken homes, absence of parents at work, to juvenile delinquency?

43. Public and private agencies in the community dealing with housing, family destitution, poverty leading to delinquency. Methods? Results?— [American Assoc. for Organizing Charity, 130 E. 22nd St., New York City.]

COMMERCIAL ENTERTAINMENTS AND AMUSEMENTS.— [Playground and Recreation Association of America, 1 Madison Ave., New York City.]

44. Forms of commercial amusements in community? What beneficent and what undesirable features?

45. Locations. Prices of admission. Nature of entertainments.

46. Movies. Effects upon children. Nature of pictures. Lighting. Admission of children with older persons? Frequency of visitations. How are admission fees obtained by children?—[Nat. Juvenile Motion Picture League, 381 4th Ave., New York City.]

47. Movies. Relationship of community to National Board of Review of Motion Pictures. Local inspection or censorship?—[Nat. Board of Review of Motion Pictures, 70 5th Ave., New York City.]

48. Movies. Special entertainments? Better Film Movement? Educational films?

49. Dance halls. How many? Management and supervision. Girls excluded below what age? Dance halls connected with saloons? Other demoralizing features?

50. Pool rooms, skating rinks and bowling alleys. What effects upon juveniles?

51. Picnic parks, railroad parks, steamboat excursions, etc. Results?

52. What agencies in the community are combatting noxious commercial entertainments and amusements? How successfully?

PUBLIC RECREATION

[Playground and Recreation Association of America, 1 Madison Ave., New York City; Community Service, 1 Madison Ave., New York City; Russell Sage Foundation, Dept. of Recreation, 130 E. 22nd St., New York City.]

53. Parks. How many? Large? Small? Location relative to congested areas.

54. Use of parks. For sports and other forms of recreation, such as swimming, wading, refreshments, boating, riding, picnics, band concerts, sings, public meetings, public baths, shower baths.

55. Policing and lighting. Night conditions. Reputation of parks?

56. Parks still needed? Size. Location.

57. Administration of Parks. Is there a Parks and Playgrounds Association? Relation of park department to citizen organizations.

58. Playgrounds. How many? How supervised?

59. Playgrounds. Open when? Equipment. Location. Near congested districts? How much used?

60. Maintained under what auspices? Nature of games?

61. Other public provision for games and sports. Tennis, golf, athletics, swimming, boating, skating, etc.—[Public Schools Athletic League, 157 E. 67th St., New York City, for New York City.]

62. How administered and supervised?

63. Other forms of public recreation. Public musical festivals, concerts, holiday celebrations, parades, community singing, etc.—[Nat. Federation of Musical Clubs. Community Service, Bureau of Community Singing, 1 Madison Ave., New York City.]

64. What public recreational features, carried on during war time should be continued into peace time?

65. School buildings used for play-places, recreational centers, community centers? How many? How often? Supervision? Programs? Attendance.—[Social Unit Organization, Cincinnati, O.; People's Institute, 70 5th Ave., New York City.]

66. School gardens? Supervision.—[School Garden Assoc., 124 W. 30th St., New York City.]

67. Recreational features stimulated by board of education in schools?— [Public Education Assoc., 8 W. 40th St., New York City.]

68. Are there community pageants, community opera, or other community expressions growing out of public effort?

69. Is there a municipal recreational system? Under what department? A superintendent of recreation? What annual budget? How expended?— [American City Bureau, Tribune Bldg., New York City.]

70. Is your community one in which it is felt that the children have the right kind of a good time, while growing up?— [National Child Welfare Assoc., 70 5th Ave., New York City.]

71. How much interest is there among your citizens in providing recreational facilities for young people?

72. Is there a playground association or other community group with similar purposes?

73. What recreational activities and facilities are offered or fostered through the following groups in your community: Churches, clubs, fraternal orders, chamber of commerce or like organization, Y. M. C. A., Y. W. C. A., Y. M. H. A., Knights of Columbus, settlements, other civic associations and private agencies?— [International Comm. Y. M. C. A., 347 Madison Ave., New York City; Nat. Board Y. W. C. A., 600 Lexington Ave., New York City; Nat. Federation of Settlements, 20 Union Park, Boston, Mass.; Council Y. M. H. A., 114 5th Ave., New York City; Boys' Club Federation, 110 West 40th St., New York City.]

74. How many persons, especially the young, are these efforts reaching?

75. Do the following agencies operate in your community: Boy Scouts, Girl Scouts, Campfire Girls, Boys' Clubs, Girls' Clubs, Mothers' Clubs, Parent-Teachers' Associations? What others? How efficiently?— [Boy Scouts, 200 5th Ave., New York City; Girl Scouts, 189 Lexington Ave., New York City; Campfire Girls, 31 E. 17th St., New York City; National Congress of Mothers, 1314 Massachusetts Ave., Washington, D. C.; Boys' Club Federation, 110 W. 40th St., New York City.]

76. Are there enough of them? Where ought other similar groups or clubs to be?

77. What community lessons were learned from private effort in your community during the war, to supply recreational interests for soldiers and sailors?— [War Camp Community Service, 1 Madison Ave., New York City.]

SELF-GOVERNMENT

[State Dept. of Education, Division of Educational Extension, Albany. N. Y.]

78. To what extent are the following activities present in your community: Public libraries, branch libraries, traveling libraries, settlement clubs, church clubs, trade schools, vocational guidance, debating clubs, other self-improvement activities for juveniles?

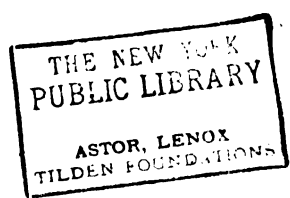
79. How many children took out books during the last fiscal year at the public library? What kind of books?— [American Library Assoc.; 78 E. Wash. St., Chicago; N. Y. State Library Assoc., N. Y. State Library, Albany.]

80. Does the library encourage its use by publicity and interpretation of its equipment and purpose? Does it have books for the immigrant population? Does it go to the community, or does the community have to come to it?

81. How are the library and the schools correlated?



EXHIBIT OF DOLLS IN HANDICRAFT ROOM, SCHOOL BUILDING.



82. Is there a children's department and a children's librarian?
83. Are there branch libraries in schools, industries and factories?
84. Is there an auditorium in the library? Is it used, how often and for what purposes?
85. To what extent do the schools foster self-improvement? Inside school hours? Outside school hours?
86. What forces in the community foster artistic self-development in juveniles? Art expression, craftsmanship, dramatics, singing, instrumental music, etc.?
87. What encouragement is there to children and young people to develop clubs and profitable activities in place of the "gang" and the "gang spirit?"

MENTAL HEALTH

88. What facilities has your community for recognizing feeble-mindedness or mental defectiveness in: The juvenile court, the schools, the community? — [National Committee for Mental Hygiene, 50 Union Sq., New York City.]
89. Are mental tests applied? By whom? — [State Board of Charities, Albany, N. Y.; State Charities Aid Assoc., 105 E. 22nd St., New York City.]
90. What efforts to secure custodial care for the more pronounced cases of feeble-mindedness?
91. What examples of the dangers of the presence of feeble-minded women in the community?

SOCIAL HYGIENE

92. What activities in the community to promote social and sex hygiene? — [National Committee on Social Hygiene, 105 W. 40th St., New York City.]
93. Is sex hygiene instruction given to groups; to individuals? Where? By whom? With what results?
94. What treatment of venereal diseases by public institutions or organizations is available? Hospitals, clinics, charitable institutions, correctional institutions.
95. What are the laws relating to the prevention and treatment of venereal diseases?

COMMUNITY BETTERMENT

[Community Service, 1 Madison Ave., New York City.]

96. What examples of community effort in recent years to eradicate bad social conditions? Cleaning up of "red-light district," vice commission, efforts of civic association, etc.?
97. What organizations can be expected to initiate or carry on organized movements to better bad social conditions now?
98. What does this study of local delinquency conditions show are the chief disintegrating conditions in the community?
99. What does the study show to be the principal betterments to be striven for now?
100. What program can be now planned for the reduction of juvenile delinquency in the community for the coming twelve months? For the next two

years? For the next five years?— [Prison Association of New York, 135 East 15th St., New York City.]

[For any further information as to methods of conducting survey, etc., address Prison Association of New York, 135 E. 15th St., New York City.]

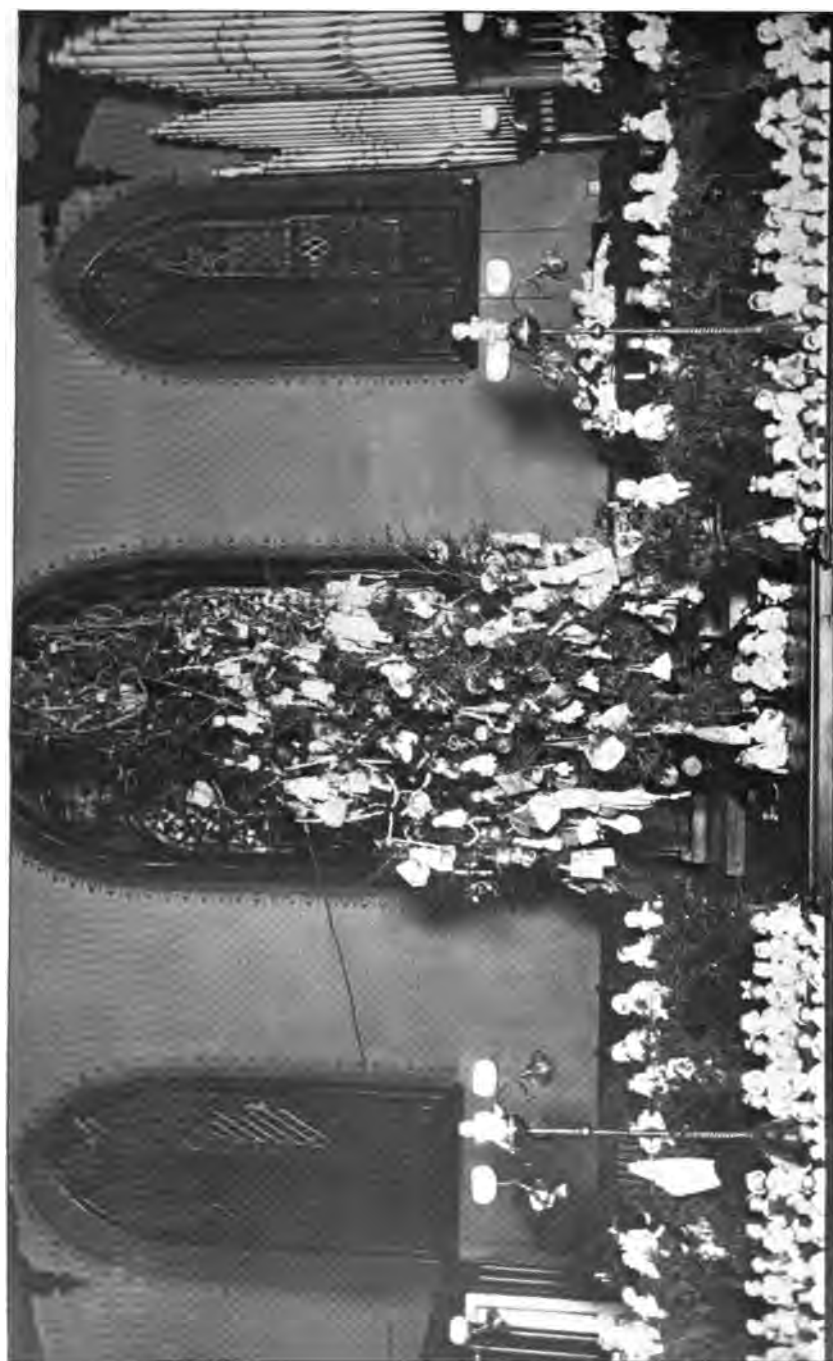
Don't stop with simply a Survey !

Don't stop with simply making plans !

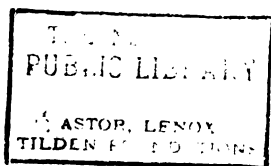
*The Survey will be largely useless without action
and results.*

*Use the Survey as a means to a definite and vitally
important end, namely:—*

*The Reduction, in your community, of Juvenile
Delinquency.*



CHRISTMAS TREE IN CHAPEL, CHRISTMAS EVE.



A DOLL DRIVE AT CHRISTMAS TIME

THE Prison Association reported in December, 1919, a plan which worked successfully in 1912 to secure presents of dolls for the State Training School for Girls at Hudson, N. Y. The State furnishes no dolls for the entertainment of the children, and consequently the Prison Association inserted an appeal in a number of newspapers in New York City, with the result that 856 dolls were contributed, almost twice as many as were needed for the State Training School. The dolls were of all sizes and degrees of value, but it was estimated that the total value would amount to over \$1,300.

The dolls were sent by the Association, in addition to the State Training School, to the Montefiore Home; the New York Foundling Hospital; Hospital for Deformed and Diseased-Jointed Children.

The pictures which accompany this report opposite pages 64 and 68, show the results at the State Training School, where the dolls were given at Christmas time. The best appreciation of how much the dolls mean in the lives of the children can be had from the following excerpts written by the girls themselves to the donors of the dolls.

EXCERPTS FROM THE DOLL LETTERS OF 1919

Perhaps you would like to know how we received our dolls. Christmas Eve we had a tree in the chapel and the dolls and some of our other gifts were on the tree. All of them were not on the tree, though, some were sitting on the platform railing and others were grouped on the piano and on the steps leading to the platform and they all looked very pretty. I'm sure that when we left the chapel that evening we were a happy lot of girls. I think some of us were sorry Christmas didn't come oftener.

She smiles every time I talk to her; she is a very cute little doll. She seems to like me. Well, my dollie is crying for her supper now, so I will close with many thanks for the beautiful doll which you sent to me.

It is a real comfort to me when I am in my room. I named him William after my little brother. I made him a pair of pink bloomers and he looks very

cute in them. Christmas night I dressed a Santa Claus and gave out presents to the girl dolls in my cottage.

I love her dearly and would hate to part with her now, because she is getting to be a close friend. And she makes me happy when I look at her, as she has such a happy face. I hope that I may always keep her in remembrance of you.

The happy hours your dolls have brought to the girls who are here cannot be explained.

I hope "Old St. Nick" was as good to you as he was to me.

I chose it and I got it.

Since I received the doll I have not had a spare moment. I'm just as busy as I can be making dresses for my doll, all of the other girls are too. It still seems that I can never thank you enough for the doll. You must know how happy it made every little girl to receive a doll.

I have made a ship-on sweater for her and a red cross nurse's uniform with cap and cuffs. She looks very pleasant sitting up in the middle of my bed.

I am sure my mother would thank you very much for making her daughter so happy by receiving a doll for Christmas. I was so happy I felt like singing and dancing when I got home. My matron was as happy as we were.

I named it Bertha as that was the only name I could think of.

She sits on my bed and watches everything that goes on. It seems just like home.

I received a little cupie. I like cupie dolls very much, don't you?

I do not comb her hair any more than is necessary because her hair comes out so.

I should like to tell you how much pleasure I have taken in playing with him. But I am afraid this paper would not hold it so I shall leave you to imagine it.

My doll is a baby dell; it reminds me of a baby about one month old. I keep it dressed in long dresses. It is a very sleepy doll, and sleeps all day long except when I am playing with her.

The doll I got was pretty nice. I intend to keep it as long as I live.

I'm not quite sure yet what I shall name her. If I knew your name, perhaps I'd name her for you.

She looks all around the room. She plays policeman for me.

I wish somebody would make you as happy as you have made me this Christmas.

She sits on my bed during the day, and when night comes I undress her, comb her hair, and put her night dress and boudoir cap on and put her to bed in a wooden box which I have all fixed up for her as a bed. She is also very obedient and kind looking.

We have a lovely view on the Hudson. I can see the Catskill Mts. In the spring and summer it is a lovely picture here. When the apple trees are in bloom and everything is turning green and Mother nature starts her works.

At night she sits all alone in the dark, and never cries as some other babies do.

The above highly successful undertaking will undoubtedly be repeated from time to time by this Association.

TREASURER'S REPORT

SCHEDULE A

Statement of Assets and Liabilities at date of September 30, 1919

ASSETS

Cash:

Mechanics and Metals National Bank	\$2,798 20	
Central Union Trust Co.....	1,287 34	
Bank of the Manahattan Co.....	932 40	
United States Trust Co.....	533 00	
New York Life Ins. and Trust Co.	247 76	
Petty cash	227 37	
Sundry cash items.....	101 90	
		<hr/>
		\$6,127 97

Certificate of Deposit:

Central Union Trust Co.....	1,752 45
-----------------------------	----------

Investments (at cost):

Endowment Funds	100,355 58
-----------------------	------------

Real Estate (at cost):

House and lot, 135 East 15th street.....	22,500 00
--	-----------

Accounts Receivable:

Reformatories:

New York State, Elmira.....	\$75 00	
Napanoch	25 00	
New York Telephone Co. (re- bate)	79 72	
		<hr/>
		179 72

Interest Accrued:

Investments	\$1,567 48	
Bank Balances	46 32	
Certificate of Deposit.....	46 00	
		<hr/>
		1,659 80

Prepaid Expense:

Insurance Premiums	\$24 70
	<hr/>
	\$132,600 22
	<hr/> <hr/>

LIABILITIES

Special Donations	\$1,666 09	
Expenses, due or accrued.....	156 52	
	<hr/>	
		\$1,822 61

Funds Held in Trust:

American Prison Association, for convention expenses	\$1,714 63	
Bureau of Probation — Securities	76 00	
	<hr/>	
		1,790 63

*Capital:**Endowment Funds:*

General Fund	\$76,782 45	
Dudley Jardine Fund.....	10,138 43	
John Innes Kane Memorial Fund	5,000 00	
Mary H. Brush Trust Fund..	3,000 00	
Julia Billings Fund.....	2,500 00	
Samuel M. Jackson Fund....	2,500 00	
George L. Hall Fund.....	1,000 00	
Reserve Fund	240 50	
	<hr/>	
	\$101,161 38	
Capital account	27,825 60	
	<hr/>	
		128,986 98
		<hr/>
		\$132,600 22
		<hr/> <hr/>

SCHEDULE B

*Receipts and Expenditures for the year ending September 30,
1919**Balance, September 30, 1918:*

Bank of the Manhattan Co.....	\$4,209 39	
Union Trust Co.....	798 34	
Mechanics & Metals National Bank.	656 39	
New York Life Ins. & Trust Co..	240 50	
Petty cash	181 93	
Sundry Cash Items.....	118 23	
United States Trust Co.....	41 23	
		<hr/>
		\$6,246 01

RECEIPTS

Donations:

General	\$17,668 25	
General Relief.....	2,659 03	
Endowment Fund	2,500 00	
Bureau of Employment Fund...	1,575 00	
Special Appeals	1,556 59	
Bureau of Investigation and Research Fund	923 87	
Refunds	199 75	
		<hr/>
		27,082 49

*Investments:**Bonds:*

Dominion of Canada, 5's 1919 paid at maturity.....	\$4,000 00
---	------------

Bonds and Mortgages:

Payment on a/c — Mortgage.	10,000 00	
Payment of — Mortgage....	3,250 00	
Payment of — Mortgage....	2,000 00	
Payment on a/c — Mortgage.	750 00	
		<hr/>
		20,000 00

Interest and Dividends:

Investments	\$4,698 93	
Bank Balances	32 35	
	<hr/>	\$4,726 28

Reformatories:

New York State, Elmira.....	\$900 00	
Napanoch	300 00	
	<hr/>	1,200 00

Funds Held in Trust:

Bureau of Probation Securities.....	536 00	
	<hr/>	\$59,790 78
	<hr/>	

EXPENDITURES

Investments:

Purchase of Bonds, as follows:

\$6,000 Dominion of Canada, 5½'s 1929	\$5,820 00	
5,000 Anaconda Cooper, 6's, 1929	4,925 00	
4,000 Swiss Government, 5½'s 1929	3,850 00	
4,000 Reading Co., equip., 4½'s 1925	3,825 64	
4,000 New York Central equip., 4½'s 1929	3,597 40	
	<hr/>	\$22,018 04

Special Donations:

General Relief of food, lodgings, rentals, coal, clothing, car and railroad fares, etc.....	\$955 62	
Special Appeals	811 59	
Thanksgiving and Christmas Re- lief	593 45	
	<hr/>	2,360 66
	<hr/>	\$24,378 70

Certificate of Deposit:

Central Union Trust Co.

Funds Held in Trust as of December 31, 1918,
for American Prison Association Con-
vention Expenses

\$1,752 45

Funds Held in Trust:

Bureau of Probation—Securities \$610 00
American Prison Association Con-
vention Expenses..... 347 71

957 71

Exchange on Cheques.....

1 00

*General Secretary—Bureau of
Administration:*

Service \$9,765 93
Postage 1,296 32
Transportation, hotels, and car-
fares 690 49
Telegrams and Telephone..... 396 92
Printing and Stationery..... 280 07
Sundry Payments 144 57
Office supplies 97 18
Annual reports 85 25
Newspapers and periodicals..... 71 34
Prison Sunday 60 43
Library 59 18
Furniture and Fixtures..... 53 80
Conferences, memberships, etc... 11 00
Contribution to Mutual Welfare
League 10 00
Appropriation toward publication
of "The Delinquent"..... 7 60
Photos and films..... 3 00
Express and cartage..... 4 50

13,037 58

Bureau of Relief:

Rent, board and lodgings.....	\$2,362 85
Service	1,801 86
Food	1,134 25
Sundries	70 16
Transportation, hotels and car- fares	81 16
Moving and storage.....	17 00
Clothing	12 90

 \$5,480 18
Bureau of Probation:

Service	\$2,920 04
Transportation, hotels and car- fares	89 30
Sundries	67 47
Relief	5 50

 3,082 31
Bureau of Parole:

Service	\$1,500 00
Transportation, hotels and car- fares	399 97
Sundries	1 00

 1,900 97
Bureau of Employment:

Service	\$1,106 73
Relief	170 15
Postage	126 98

 1,403 86
Bureau of Investigation and Research:

Transportation, hotels and car- fares	\$433 97
--	----------

 433 97
House:

Service	\$421 50
Fuel	273 03
Repairs	232 90

Light	\$171 88	
Supplies	106 77	
Taxes	28 00	
		\$1,234 08
<i>Balance, September 30, 1919</i>		
Mechanics & Metals National Bank	\$2,798 20	
Central Union Trust Co.....	1,287 34	
Bank of the Manhattan Co.....	932 40	
United States Trust Co.....	533 00	
New York Life Ins. & Trust Co.	247 76	
Petty cash	227 37	
Sundry cash items.....	101 90	
		\$6,127 97
		<u>\$59,790 78</u>

SCHEDULE C

Investments at date of September 30, 1919

<i>Bonds:</i>	<i>Interest rate per cent.</i>	<i>Maturity.</i>	<i>Valuation (at cost).</i>
\$11,000 United Kingdom	5½	1921	\$10,543 75
10,000 Northern Pacific, land.	3	2047	6,687 50
6,000 Baltimore & Ohio, refg.			
and gen.	5	1995	6,082 48
6,000 Dominion of Canada...	5½	1929	5,820 00
6,000 N. Y. Central, refg....	4½	2013	5,708 75
6,000 Chic., Mil., & St. P., refg. and gen.....	4½	2014	5,682 50
5,000 Chicago & Northwest- ern, gen.	4	1987	4,943 75
5,000 Anaconda Copper	6	1929	4,925 00
5,000 Chic., R. I. & Pac., gen.	4	1988	4,823 75
4,000 Swiss government	5½	1929	3,850 00
4,500 Anglo-French	5	1920	4,219 50
4,000 Reading Co., equip....	4½	1925	3,825 64
4,000 N. Y. Central, equip...	4½	1929	3,597 40

<i>Bonds:</i>	<i>Interest rate per cent.</i>	<i>Maturity.</i>	<i>Valuation (at cost).</i>
\$2,000 Peoria Water Works...	4	1948	\$1,168 44
1,000 Oregon Short Line, first mtg.	6	1922	1,081 33
1,000 St. Paul City Ry.....	5	1937	1,013 33
1,000 Texas & Pac., first mtg.	5	2000	959 45
1,000 Minn., St. P. & S. S. M.	4	1938	947 50
1,000 Oregon Short Line, refg.	4	1929	907 56
1,000 So. Pac., C. P. Stk. Coll.	4	1949	840 89
500 Union Pacific land....	4	1947	487 50
350 Liberty	4	2932	350 00
350 St. L. & S. Fran., prior lien	4	1950	264 56
100 St. L. & S. Fran., adj. mtg.	6	1955	

Bonds and Mortgages:

—	5½	....	8,750 00
—	5	....	5,000 00
—	5	....	4,500 00

Stocks:

10 shares Atchison, Topeka & Santa Fé, preferred	980 00
10 shares Atchison, Topeka & Santa Fé, common	930 00
10 shares Union Pacific, preferred.....	800 00
5 shares Union Pacific, common.....	595 00
1 share Baltimore & Ohio, preferred.....	70 00

\$100,355 58

I certify that I have examined the books, accounts, and vouchers of the Prison Association of New York for the year ending September 30, 1919, and that the above statements are correct.

HENRY C. SCHENCK,

Auditor.

44 and 46 Cedar Street, New York, N. Y.

Note by Auditor: "I have pleasure in reporting that the usual high standard of your bookkeeping was maintained."

CONTRIBUTORS

LIFE PATRONS

By Contributions of \$500 or More at One Time

Barbey, Mrs. Henry I.	Phipps, Henry.
Brewster, Robert S.	Pyne, Percy R.
Brown, M. Bayard.	Rockefeller, John D.
Clark, F. Ambrose.	Rockefeller, The Laura Spelman, Memorial.
Dodge, Cleveland H.	Sage, Dean.
Gold, Cornelius B.	Schiff, Jacob H.
Harkness, E. S.	Schiff, Mortimer L.
Harrah, Charles J.	Scott, William H.
Holter, Mrs. E. O.	Stetson, Francis Lynde.
James, Arthur Curtiss.	Stewart, Lispenard.
Kane, Mrs. John Innes.	Tiffany, L. C.
Lewisohn, The Misses Alice & Irene.	Woerishoffer, Mrs. Anna.
McHarg, Henry K.	
New York Foundation.	

HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

C. S. S.
G. W. W.
A Friend.
Anonymous.
Astor, Mrs. Ava Willing.
Auchincloss, C. C.
Auchincloss, Mrs. C. C.
Auchincloss, Mrs. E. S.
Baker, George F.
Bell, Mrs. Gordon Knox.
Boettger, Henry W.
Bourne, Miss Marion C.
Bowen, Mrs. Harry S.
Brokaw, George T.
Brown, Alexander H.
Brownell, Miss Matilda A.
Bruce, Miss Sarah E.
Carhart, Mrs. Hamilton.
*Carnegie, Andrew.
Cary, Miss Kate.
Chapman, Mrs. John J.
Chisolm, B. Ogden.
Chisolm, W. E.
Choate, Mrs. Joseph H.
Clark, Edward Severin.
Clark, Mrs. Stephen C.
Clarke, Miss Florence M.
Clarke, Mrs. Lewis L.
Clyde, William P.
Clyde, Mrs. William P.
Colgate, William.
Connor, W. E.
Cooper, James Fenimore.
Cooper, Mrs. James Fenimore.
Crimmins, John D.
Cromwell, James W.
Cutting, R. Fulton.
DeForest, Henry W.
Dicks, Mrs. W. K.
Dodge, Mrs. Cleveland H.
Dodge, D. Stuart.
DuBois, Miss Katherine.
Dwight, Winthrop E.

Ehret, George.
Emmons, Arthur B.
Frazier, Mrs. Frank P.
Frost, Aaron V.
Gallatin, Mrs. Albert H.
Gerry, Elbridge T.
Gerry, Peter G.
Gilman, Winthrop S.
Gould, Edwin.
Grace Church.
Hadden, Alexander M.
Halkett, Mrs. Sarah K.
Hall, Mrs. Bolton.
Hall, E. Trowbridge.
Harkness, Mrs. Charles W.
Harkness, Mrs. S. V.
Harris, John F.
Hearn, James A. & Son.
Hill, Frederick T.
Howland, Mrs. Joseph.
Hurd, Richard M.
Hyde, Mrs. Clarence M.
Jameson, E. C.
Jennings, Miss Annie B.
Johnson, Arthur G.
Johnson, Gilbert H.
Johnson, James W.
Judson, F. A.
Keteltas, Miss Alice.
Kunhardt, W. B.
Langdon, Woodbury G.
Lawrence, Mrs. Samuel.
Lehman, Mrs. H. H.
Lewisohn, Adolph.
Livingston, Johnston.
Livingston, Miss Julia.
Lorillard, Pierre.
Low, William G.
McClymonds, Mrs. L. K.
McKinney, Price.
McMillin, Emerson.
McLean, Mrs. James.
Marshall, Louis.

* Deceased.

Minturn, Mrs. Robert B.	Snowden, James Hastings.
Moore, Mrs. William H.	Stillman, Miss Charlotte R.
Morgan, Mr. & Mrs. J. P.	Stokes, Anson Phelps.
Murtland, Samuel.	Stokes, Mrs. Anson Phelps.
National Humane Alliance.	Stone, Miss Annie.
Olmsted, Mrs. C. T.	Straight, Mrs. W. D.
Olyphant, Robert M.	Swords, Mrs. Charles R.
Osborn, William Church.	Thomas, Seth E.
Osborn, Mrs. William Church.	Thompson, Mrs. Frederick F.
Pearce, Mrs. Henry.	Thorne, Jonathan.
Perkins, George W.	Trevor, Mrs. John B.
Post, James H.	Trumbull, Frank.
Pratt, Herbert L.	Untermeyer, Samuel.
Rand, George C.	Vanderlip, F. A.
Reed, Latham G.	Van Gerbig, Mrs. B.
Remsen, Miss Elizabeth.	Van Ingen, E. H.
Richardson, Mrs. C. Tiffany.	Van Ingen, Mrs. E. H.
St. Thomas Church.	Warburg, Felix M.
Sage, William H.	Ward, Artemas.
Satterlee, Mrs. Herbert L.	Ward, George C.
Schermerhorn, F. Augustus.	Ward, John Seely.
Scoville, Miss Grace.	Webb, William Seward.
Scrymser, Mrs. James A.	Westinghouse, Church, Kerr & Co.
Seaman, Lloyd W.	White, Alfred T.
Seligman, J. & W., Co.	Whitney, Henry P.
Shepard, Mrs. Finley J.	Winthrop, Benjamin R.
Shipman, C. H.	Wood, J. Walter.
Slayback, John D.	Wood, William.
Sloan, Samuel.	Woodin, William H.
Smith, Eugene.	Zabriskie, Mrs. George.

LIFE MEMBERS

By Contributions of \$50 at One Time

A. H. (In Memory of).	Astor, W. W.
A. Z.	Baldwin, William M.
C. S.	Baring, Charles.
A Friend.	Barksdale, Mrs. H. M.
Acorn.	Belmont, August.
Agent.	Biggs, Mrs. H. M.
Anonymous.	Biglow, Mrs. Lucius H.
Adams, Thatcher M.	Bliss, Cornelius N., Jr.
Adler, Felix.	Bliss, Mrs. Cornelius N.
Anderson, J. Cameron.	Bliss, Mrs. Robert W.
Andrews, Constant A.	Borg, Simon.
Archbold, Mrs. John D.	Boyd, Mrs. Francis O.
Arnold, Edward W. C.	Brooks, Miss Bertha G.

Brown, Stewart.
Bulkley, Edwin M.
Bulkley, Mrs. Edwin M.
Campbell, Mrs. Henry G.
Campbell, Mrs. O. A.
Christ Church of New Brighton.
Cheney Brothers.
Chisholm, George E.
Clarke, Miss Lois Q.
Clarkson & Fort Co.
Coffin, C. A.
Coffin, Edmund, Jr.
Coster, Mrs. Charles Henry.
Crane, Albert.
Crossman, W. A., & Bro.
Cutting, R. Bayard.
De Lamar, Miss Alice A.
dePeyster, Miss Augusta M.
Dickman, Mrs. George.
Dinsmore, Mrs. W. B.
Dodge, William E., Jr.
Douglas, James.
Douglas, Mrs. James.
Durand, Mrs. Frederick F.
Ellis, William D.
Emmet, Mrs. C. Temple.
Emmet, Miss Lydia F.
Engs, P. W.
Evans, Hartman K.
Field, Mrs. Marshall.
Flagler, Mrs. Harry H.
Foster, James, Jr.
Fox, Mortimer J.
Fraser, Mrs. George S.
Frelinghuysen, Theodore.
Gabrilowitch, Mrs. Clara.
Gallatin, Albert.
Geer, Mrs. Walter.
Guggenheim, Mrs. Simon.
Gurnee, A. C.
Hadden, Mrs. John A.
Halsted, Miss A. B.
Hamersley, L. G.
Hamilton, Frank.
Hammond, Mrs. John Henry.
Healy, A. Augustus.
Heckscher, Miss Anna M.
Hewitt, Mrs. Peter Cooper.
Heinsheimer, Alfred M.
Hencken, Mrs. Albert C.
Herrick, E.
Hinckley, Mrs. Samuel N.
Hoe, Richard M.
Hood, Miss Juliet K.
Horn, James.
Hosmer, Mrs. Edward Sturges.
Hoyt, Gerald L.
Huntington, Henry E.
Hutchinson, John W.
Hyde, Frederick E.
Irvin, Richard.
Jones, Edward.
Jones, Mrs. Edward H.
Jones, James J.
Joost, Martin.
Kelsey, Clarence H.
Kidder, Mrs. A. M.
Lamont, Miss Elizabeth K.
Landon, Francis G.
Langton, John.
Leffingwell, R. C.
LeRoy, J. R.
Lichtenstadter, Samuel.
Lobenstine, William C.
Lockwood, Homer N.
Lydig, David.
McLean, Miss Ethel L.
McLean, James.
McMullen, John.
Magee, Mrs. John.
Manning, Mrs. Dora A.
Maxwell, Mrs. Robert M.
Meeks, Edwin B.
Metcalf Brothers & Co.
Metcalf, M. B.
Moore & Schley.
Morgan, Miss Caroline L.
Morris, Henry Lewis.
Mott, William F.
Munson, Mrs. W. D.
Nelson, Charles N.
Nelson, Mrs. Charles N.
Newbold, Mrs. Richard S.
Nichols, George E.
Notman, George.
Ogden, Mrs. Charles W.
Osborne, Thomas Mott.
Parish, Henry.
Parks, Leighton.
Pavenstedt, Hugo.

Peabody, George Foster.
Pearl, Mrs. Frederick W.
Peckham, Mrs. Wheeler H.
Perkins, Mrs. Frederick C.
Phelps, Mrs. William W.
Philbin, Eugene A.
Pomroy, Mrs. H. K.
Potter, Howard.
Powell, Wilson M., Jr.
Prentice, Bernon S.
Prosser, Thomas.
Raht, Charles.
Redmond, G.
Richard, Miss Elvine.
Risley, G. H.
Riter, Joseph.
Robbins, George A.
Roberts, Miss Elizabeth W.
Robertson, R. H.
Pockefeller, John D., Jr.
Roth, Charles T.
Rothschild Brothers & Co.
Russell, Miss Marie L.
Satterlee, Herbert L.
Schenck, Frederick B.
Scott, Mrs. George S.
See, Alonzo B.
Selliere, Baroness.
Seligman, Isaac N.
Sheldon, Edwin B.
Sheldon, James C.
Sicher, Dudley F.
Simpson, John W.
Skougaard, Jens.
Sloan, Mrs. George B.

Sloane, Mrs. William D.
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Contributions preceded by name only are for the General Fund, for general purposes. Other contributions are designated as follows: G. R., General Relief (used only for relief); S. R., Special Relief (donations for specially designated instances of need); A. S., Assistant Secretaries' Fund (for salaries and incidental expenses); E. B., Employment Bureau; S., Special purposes.

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Fowler, Miss Ruth D..	\$5 00	Geer, Mrs. Danforth..	\$2 00
Fox, George I.....	5 00	Geer, Miss Margaret M. G. R.	2 00
Fox, Hugh F.....	5 00	Geigerman, Charles ..	5 00
Francis, Charles	5 00	Geisenheimer, Theo-	
Francis, Lewis	5 00	dore	10 00
Francis, Mrs. Lewis W.	5 00	Gerbereux, Duft &	
Frank, Marcus A.....	10 00	Kinder	5 00
Frankenheim, Samuel.	5 00	Gerken, Mrs. Henry...	10 00
Fraser, Miss Jane K..	10 00	Gerrish, Mrs. Frank S.	5 00
Fraser, Miss S. Grace	10 00	Gerry, Elbridge T....	25 00
Freeman, Mrs. Edward		Gibson, Mrs. Henry S.	2 00
W.	5 00	Gilbert, Clinton	10 00
Freid, Isadore	G. R. 5 00	Gilbert, Mrs. Clinton.. G. R.	5 00
Frelinghuysen, Theo-		Gilbert, James S..... G. R.	5 00
dore	50 00	Gilliss, Frank Le G..	2 00
French, Mrs. Daniel C. G. R.	5 00	Ginn & Co.....	5 00
Frankel, Emil	3 00	Glaenger, Mrs. Anita	
Fries, Edward A.....	2 00	G. G. R.	1 00
Frissell, A. S.....	10 00	Glatz, Charles	10 00
Frost, Aaron V.....	50 00	Glover, Miss Deborah	
Frost, Edward I.....	5 00	N.	5 00
Frost, Francis W....	5 00	Gluck, David L.....	2 00
Frost, Mrs. Le Roy..	5 00	Godwin, Mrs. Harold..	5 00
Fuld, Felix	5 00	Goebel, Julius	3 00
Fuld, Gus	5 00	Gold, Cornelius B....	50 00
Fuller, Miss M. W....	5 00	Goldenberg Bros. & Co.	5 00
Fulton, Robert Edison. S. R.	4 00	Goldman, Julius	10 00
Fulton, Mrs. Robert		Goldman, Mrs. Marcus	2 00
Edison	3 00	Goldmark, Mrs. Ralph	
Funch Edye & Co....	25 00	W.	2 00
		Goldmark, Ralph W..	5 00
G		Goldsmith, Harry B..	5 00
Gabriel, Barnet	1 00	Gombers, Henry B....	2 00
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Clara	50 00	Sons, Inc.	5 00
Gale, Edward C.....	10 00	Goodman, Edwin	5 00
Gale, Mrs. Thomas K..	20 00	Goodman, Maurice ... G. R.	10 00
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Gallatin, Mrs. Albert		W.	5 00
H.	50 00	Goodwin, Mrs. James	
Gambier, E. V.....	5 00	J.	10 00
Gambrill, Mrs. Richard		Gordon, Fred P.....	10 00
Van Nest	10 00	Gordon & Cohen.....	1 00
Gardner, Mrs. E. Le B.	10 00	Gottheil, Mrs. Paul..	10 00
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Garrison, C. M..... S. R.	10 00	Grace Church	174 97
Garrison, Wilbert	10 00	Grace, Mrs. Joseph P. G. R.	10 00
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Gasteiger, J. W. & Son	5 00	Co.	2 00

Graef Hat Band Co...	\$5 00	Hage, John D.....	\$5 00
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Grant, Mrs. Rollin P..	5 00	Hague, Miss Eleanor.	10 00
Gratwick, W. H.....	50 00	Hahlo, Arthur H.....	5 00
Graves, Mrs. Edward		Haight, J. McVicker..	5 25
Hale	5 00	Haines, Mrs. Charles	
Gray, Henry G.....	10 00	D.	5 00
Greeff & Co.....	10 00	Haines, Mrs. Charles	
Green, Mrs. James O..	10 00	D. G. R.	5 00
Greenbaum, Mrs.		Hall, Mrs. David Pres-	
Samuel	5 00	cott	2 00
Greene, G. S., Jr..... G. R.	1 00	Hall, Frank Oliver....	20 00
Greene, J. Ashton....	10 00	Hall, George E..... G. R.	5 00
Greene, Mrs. Martin E.	5 00	Hall, Mrs. Henry B..	5 00
Greenough, Mrs. John.	20 00	Hall, The John Memo-	
Gregory, George D....	5 00	rial Chapel	25 00
Gregory, Henry E....	10 00	Hall, Joseph P..... G. R.	2 00
Grim, Charles O.....	5 00	Hallock, Miss Frances	
Griswold, Lorenzo	1 00	A.	3 00
Gross, Theodore	5 00	Hamann, Mrs. William	
Grossmann, Mrs. Ed-		A.	5 00
ward A.	5 00	Hamersley, Louis Gor-	
Gruntal, Edwin A....	3 00	don	50 00
Guerber, Miss Helene		Hamilton, James H...	1 00
A.	1 00	Hammerschlag, I. G..	5 00
Guernsey, Mr. & Mrs.		Hammond, C. S. & Co.	5 00
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Guggenheim, Simon F.	5 00	Hammond, Mrs. John	
Guinzburg, Richard A.	2 00	Henry	25 00
Guinzburg, Mrs. Victor	10 00	Hampson, Theodore ..	1 00
Guion, C. C.....	2 00	Handschin, Miss Elise.	2 00
Guiterman, Miss El-		Harkness, Miss Louise	10 00
mira	5 00	Harriman, Charles C..	5 00
Guiterman, P. L.....	5 00	Harrington & Waring	10 00
Guiterman, Mrs. Rosa-		Harris, Charles N....	5 00
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Gunther, Bernard G.. G. R.	10 00	H.	10 00
Gunther's, C. G. Sons.	10 00	Haskell, Mrs. J. A....	3 00
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Gwynne, Arthur C....	10 00	Inc.	5 00
Gwynne, W. Lee..... G. R.	5 00	Haven, George G.....	25 00
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Haas, Miss Edith.... G. R.	5 00	J.	10 00
Hadden, Alexander M.	25 00	Haynes Automobile Co.	5 00
Hadden, Mrs. Harold F. S. R.	5 00	Haynes, Harry E.....	2 00
Hadden, Mrs. John A. S. R.	10 00	Haynes, W. deF.....	10 00

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Heide, Henry S. R.	10 00	Hoag, Mrs. J. Edward	5 00
Heidgerd, D. & H....	5 00	Hodgson, Edwin A....	1 00
Heidgerd, J. H....	5 00	Hoe, Mrs. Richard M..	15 00
Heifetz, Jascha	G. R. 25 00	Hoe, Mrs. Richard M.. S. R.	10 00
Heinsheimer, Alfred M.	25 00	Hoe, Mrs. Robert.....	10 00
Heiser, Miss Rosalie M.	1 00	Hoffman, D.	1 00
Heissenbittel, William F.	G. R. 5 00	Hoffman, F. B.	10 00
Heller, Ephraim	1 00	Hoffman, Miss Mary U.	10 00
Heller, Miss Eugenie M.	5 00	Hoffman, Samuel V....	10 00
Heller, R. H.	S. R. 5 00	Hogan, Mrs. Jefferson.	10 00
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Hendricks, Henry S..	5 00	Holmes, Edwin T....	15 00
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Hentz, Henry	10 00	Holt, Henry	10 00
Hepburn, W. M.	5 00	Holt, Mrs. L. Emmett	15 00
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Herrmann, Arnold ...	5 00	Holt, Robert S.	25 00
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Hess, Edwin H.	5 00	Hoogland, John W....	5 00
Hesse, Louis	5 00	Hepp, Louis	G. R. 1 00
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Hildreth, Miss Emily E.	G. R. 5 00	Hoyt, E. B.	G. R. 5 00
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Hill, Mrs. O. B.	5 00	Hoyt, John Sherman.	25 00
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		Hunter, M. D. B.	G. R. 2 00
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Hyman, Mrs. D. M..	25 00	Johnson, J. William..	10 00
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Kellogg, Herbert S....		5 00	Krauskopf, Nathan		
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well		5 00	W.	G. R.	10 00
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Kohn, Mrs. Sol H....	G. R.	5 00	ling		30 00
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Lee, Mrs. Cornelius S.		20 00	ris	10 00
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Lee, James Parish.		5 00	America	G. R. 25 00
Lee, John Lorton.		1 00	Loeb, Mrs. Carl M.	5 00
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Lewisohn, Misses Alice & Irene		200 00	M	
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Limburg, Herbert R.		10 00	K.	100 00
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Lincoln, Mrs. Lowell.		10 00	Thomas L.	5 00
Lissberger, Mrs. L.	G. R.	10 00	McCutcheon, Mrs.	
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Livingston, Henry W.	G. R.	5 00	Co.	10 00
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			Eleanor	5 00
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McMillin, Miss Maude. S. R.	10 00	L.	5 00
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Martin, William V....	3 00	Mills, David B.....	10 00
Marvin, Dwight E.... G. R.	5 00	Mills, Frederick C.... G. R.	5 00
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Mason, Mrs. George		A.	5 00
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Mason, Mrs. James...	20 00	Murray	10 00
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Morgan, Mr. & Mrs. J. P.	100 00	Neave, Mrs. Charles...	5 00
Morgan, Mrs. John B.	10 00	Nelson, Charles N....	25 00
Morgan, Miss Mary P.	2 00	Nelson, Miss Maud B. G. R.	2 00
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Morris, Mrs. Henry L.	5 00	Nichols, Mrs. John W. T.	5 00
Morris, Mrs. John A..	15 00	Nichols, William H...	10 00
Morris, Lewis R..... G. R.	25 00	Nichols, Mrs. William H.	5 00
Morris, Lewis R..... S. R.	15 00	Nielsen, S.	5 00
Morris, Lewis Spencer	10 00	Noble, Raymond G....	5 00
Morris, Richard L....	10 00	Norrie, Miss Mary... S. R.	50 00
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Mount, Miss Adeline..	2 00	O'Connor, Mr. & Mrs. John C.	5 00
Mount & Woodhull....	5 00	Oelrichs & Co.....	10 00
Mourraille, Mrs. Gustave	2 00	Oettinger, Miss Jeanette	G. R. 1 00
Mourraille, Miss Mathilde M.	2 00	Ogden, Charles W....	5 00
Mowry, Mrs. A. M....	1 00	Ogden, Mrs. Charles W.	10 00
Mueller, Charles F...	5 00	Ogden, Miss Mary F..	10 00
Muller, Adam	5 00	Oil Seeds Co.....	15 00
Munger, Harry C....	10 00	Olcott, Mrs. E. E....	5 00
Munn, Charles Allen..	10 00	Olyphant, F. M.....	10 00
Munn, John P.....	10 00	Opdycke, Mrs. Emerson	10 00
Munnich, Mrs. Arnold.	2 00		
Munroe, Mrs. Chester.	25 00		
Munson, Robert H. ... G. R.	5 00		
Murray, Herman S... G. R.	2 00		
Murray, Miss Madeline G. R.	10 00		

Openhym, Mrs. Adolphe	\$5 00	Peck, Miss Eva W.	S. R.	\$2 00
Openhym, George J.	G. R. 15 00	Peck, Mrs. Samuel W.		5 00
Openhym, Wilfred A.	20 00	Pederson, James		3 00
Openhym, Mrs. William	2 00	Pegram, Edward S.	S. R.	5 00
Openhym, William & Sons	10 00	Peierls, Buhler & Co.		10 00
Oppenheimer, Henry S.	10 00	Peierls, Siegfried		5 00
Ormsbee, Alexander F.	5 00	Pell, Alfred Duane		5 00
Orth, Charles D.	10 00	Pell, James D.		10 00
Osborn, Mrs. George W.	1 00	Pennell, Mrs. George C.		2 00
Osborn, Henry Fairfield	G. R. 5 00	Pennington, Joseph P.		15 00
Osborn, William Church	100 00	Pennoyer, Mrs. P. G.	G. R.	5 00
Osborn, William Church	S. 100 00	Perkins, Miss Elizabeth B.		5 00
Osborn, Mrs. William Church	S. R. 100 00	Perkins, Mrs. Frederick C.		50 00
Osborne, Dean C.	5 00	Perkins, G. Lawrence.		10 00
Ottley, James H.	10 00	Perkins, Mrs. George W.		25 00
Outerbridge, A. E.	G. R. 5 00	Perkins, Mrs. George W.	S. R.	10 00
P				
Pan American Trading Co.	5 00	Perkins, Mrs. Gilman H.		10 00
Pangborn, W. S.	5 00	Perkins, Mrs. Henry A.		2 00
Pappenheimer, Mrs. A. M.	10 00	Perkins, Russell		10 00
Parish, Edward C.	10 00	Perrine, Russell J.		5 00
Parker, Mrs. A. W.	15 00	Peters, Miss Alice R.		5 00
Parker, Miss Linette A.	10 00	Peters, Mrs. Edward McClure		10 00
Parks, Mrs. Elton	2 00	Peters, Mrs. Frazier F.	G. R.	5 00
Parsons, Argyle Rosse.	G. R. 5 00	Peters, Mrs. Samuel T.		5 00
Parsons, Mrs. Edgerton	2 00	Peters, Mrs. Theodore L.		25 00
Parsons, Miss Gertrude	20 00	Peters, Mrs. W. R.		10 00
Passavant & Co.	5 00	Phelps, Mrs. Charles.		5 00
Patterson, James W.	2 00	Phelps, Miss Claudia Lea 2d		10 00
Patton, Mrs. John W.	1 00	Phelps, Miss Eleanor S.		10 00
Pavey, Frank D.	20 00	Phelps, Mrs. Luis James		5 00
Pawling School Chapel Fund	5 00	Phelps, Mrs. William W.		20 00
Payne, Miss S. Kate.	2 00	*Philbin, Eugene A.		15 00
Pearce, William G.	25 00	Phillips, Miss E. A. G.	G. R.	2 00
Pearson, Mrs. Frederick	10 00	Phillips, Mrs. Townsend	G. R.	2 00
		Phipps, Miss Ada.		5 00
		Pichel, Mrs. Herman.		1 00

* Deceased.

Pierrepoint, Miss Anna Jay	\$10 00	Pryor, Mrs. S. Morris.	\$2 00
Pierrepoint, Miss Julia J.	10 00	Putnam's, G. P. Sons..	10 00
Pinkerton, Allan	10 00	Pyne, Mrs. M. Taylor.	10 00
Pinkerton, Mrs. Robert A.	5 00	Pyne, Mrs. M. Taylor.. S. R.	10 00
Pitkin, Mrs. Albert J.	25 00	R.	
Pitkin, Miss Albertina L.	5 00	Racky, John	2 00
Pitney, Mrs. J. O. H..	10 00	Rainsford, William S.	5 00
Platt, Willard H.	10 00	Rankine, Mrs. William B.	2 00
Platt, Willard R.	5 00	Ransom, Mrs. Paul C..	4 50
Plaut, Joseph	15 00	Raphael, Mrs. E.	5 00
Pollak, Gustav	5 00	Rappold, J. C.	2 00
Pollak, W. G.	10 00	Rapoport, Jacob	15 00
Pomroy, Mrs. H. K.	50 00	Rauch, Frederick W.. G. R.	10 00
Poor, Mrs. W. S.	15 00	Ravner, William G. R.	5 00
Pope, Mrs. Charles Frank	10 00	Rawitser, S. & Co .. G. R.	5 00
Porter, Mrs. H. Hobart G. R.	5 00	Ray, Mrs. A. J. G. R.	1 00
Porter, Mrs. Nathan T.	10 00	Raymond, Arthur B..	5 00
Post, Abram S.	15 00	"Reckitts"	25 00
Post, Arthur	1 00	Redman, Mrs. Fulton J.	G. R. 5 00
Post, Mrs. Carroll J..	5 00	Redmond, Miss Emily.	20 00
Post, James H.	100 00	Redmond, Roland L..	10 00
Potter, Mrs. Edward T.	G. R. 15 00	Rees, Louis J. G. R.	10 00
Pouch, Edgar D.	10 00	Remington, H. W.	1 00
Pouch, William H.	10 00	Rensen, Miss Margaret S.	10 00
Powell, Wilson M.	50 00	Remsen, Mrs. Robert G.	10 00
*Powers, Kilburn	1 00	Renard, Mme. Ohrstrom	20 00
Pratt, Charles H.	25 00	Renard, Mme. Ohrstrom	S. R. 15 00
Pratt, Mrs. Charles M.	25 00	Reutter, Mrs. Robert..	10 00
Pratt, Samuel	5 00	Reynal, Mrs. E. S.	10 00
Prentiss, Henry	G. R. 5 00	Reynolds, George G.	15 00
Presbrey, Miss Alice..	2 00	Rhineland, Mrs. T. N. G. R.	10 00
Preston, Mrs. Veryl.. G. R.	2 00	Rhoades, Miss Nina..	10 00
Price, Walter W.	25 00	Rich, Earl C.	2 00
Prince, Mrs. Benjamin	25 00	Richard, Miss Elvine.	50 00
Prince, Mrs. Benjamin S.	10 00	Richard, Harold C.	10 00
Prior, Miss Elizabeth S.	5 00	Richards, Mrs. Eben.. G. R.	2 00
Proctor, Mrs. Charles E.	10 00	Richards, George H. G. R.	5 00
Proctor, Thomas R. S.	5 00	Richardson Bros.	5 00
Proctor, Mrs Thomas R.	25 00	Richardson, Mrs. C. Tiffany	25 00
Proctor, Mrs. W. R.	25 00	Richardson, M. T.	2 00
		Richardson, Samuel W.	10 00
		Richardson, William C.	3 00

* Deceased.

Richardson, Mrs. William J.	\$2 00	Rosenzweig, Mrs. Jos.	\$5 00
Riggs, George C.	5 00	Ross, Mrs. Donald G. . . . G. R.	2 00
Riker, Miss Audrey T. G. R.	5 00	Ross, W. A. & Bro. . . .	10 00
Riker, William J.	10 00	Roszbach, Jacob	5 00
Rionda, Mrs. Manuel. .	20 00	Rothschild, E. S.	5 00
Rives, Mrs. W. C.	5 00	Rouse, L. M. G. R.	2 00
Robbins, Chandler	10 00	Rowe, Gavin G. R.	5 00
Robbins, Mrs. Julian W.	5 00	Royce, James C.	5 00
Robbins, Mrs. Julian W. G. R.	10 00	Rusch & Co.	10 00
Robbins, Mrs. Julian W. S. R.	5 00	Rushmore, J. D.	1 00
Robbins, Percy A.	25 00	Russell, Miss Geraldine E. G. R.	10 00
Roberts, G. Theodore. .	10 00	Russell, Mrs. Howland S. R.	5 00
Roberts, Mrs. Henrietta W.	2 00	Russell, Irving L.	3 00
Roberts, John E.	10 00	Russell, James W.	2 00
*Roberts, Mrs. Maria L. S. R.	15 00	Russell & Erwin Mfg. Co.	5 00
Roberts, Miss Marion L.	5 00	Rutherford, Miss E. F.	10 00
Robinson, Mrs. Isaac R.	25 00	Ryerson, Mrs. Arthur	25 00
Robinson, Moncure S. R.	5 00	Ryle, Arthur S. S. R.	10 00
Rockefeller, Laura Spelman Memorial	500 00	S	
Rockwood, Miss Katherine C.	5 00	St. James' Church. . .	25 00
Rodewald, Miss A. Leontine	3 00	Sabin, Charles H.	10 00
Roe, Livingston	1 00	Sachs, Barney. G. R.	5 00
Roessler & Hasslacher Chemical Co.	10 00	Sachs, Edward	2 00
Rogers, Francis	10 00	Sackett, Henry W.	5 00
Rogers, Mrs. Francis. .	10 00	Sage, Dean A. S.	400 00
Rogers, Mrs. Henry H.	15 00	Sage, Dean E. B.	1,000 00
Roof, Clarence M.	25 00	Sage, Mrs. Dean. S. R.	9 50
Roof, Clarence M. G. R.	10 00	Sahler, Miss Helen G.	3 00
Roosevelt, Miss Jean S.	10 00	Saks, Isadore	10 00
Root, Charles T.	15 00	Saks & Co.	5 00
Roper, Mrs. Langdon. . G. R.	1 00	Salm - Hoogstraeten, Countess Otto	20 00
Rose, Henry R.	2 00	Saltus, Lloyd G. R.	10 00
Rose, John Henry	1 00	Salzburger, Mrs. Arthur H.	5 00
Rosen, Mrs. Felix T. .	10 00	Samuels, Frank H. . .	10 00
Rosenbaum, Arthur A.	25 00	Sanders, Mrs. F. K. . . G. R.	5 00
Rosenbaum, Harold A.	15 00	*Sands, Mrs. Philip J. S. R.	5 00
Rosenbaum, Selig ...	10 00	Sanford Narrow Fabric Co. G. R.	5 00
Rosenfeld, Edward L.	5 00	Sanford, Edward T. . .	3 00
		Sard, Grange.	10 00
		Satterthwaite, Mrs. Thomas E.	15 00
		Saul, Charles R.	5 00
		Sawyer, Decatur M. . .	10 00

* Deceased.

Sawyer, Mrs. H. E....	\$5 00	Seymour, Mrs. Henry	
Saxe, Sigmund	10 00	T.	G. R. \$10 00
Sayre, Miss Mary Hall	5 00	Shainwald, Mrs. Ralph	
Sayres, Gilbert V....	1 00	L.	5 00
Schall, William & Co. G. R.	10 00	Shaw, Mrs. Florence	
Schefer, A. H.....	10 00	deG.	5 00
Schell, Mrs. William		Shaw, Mrs. Quincy A.,	
P.	10 00	Jr.	G. R. 10 00
Schieffelin, William		Sheldon, Edwin B....	50 00
Jay	20 00	Shelton, George G....	10 00
Schieffelin, Mrs. W. J. S. R.	5 00	Shenk, Joseph.....	G. R. 5 00
Schiff, Jacob H.....	100 00	Shepard, Miss Annie	
Schiff, Mortimer L...	25 00	R.	10 00
Schlesinger, Miss Anna	5 00	Shepard, Mrs. Elliott	
Schliemann, Mrs. John	3 00	F.	25 00
Schloss, Mrs. S. W...	2 00	Sherman, Charles Aus-	
Schnabel, Miss Laura.	5 00	tin	10 00
Schnabel, Miss Laura. S. R.	3 00	Sherman, Mrs. Charles	
Schniewind, Heinrich.	10 00	E.	5 00
Schoder, Rex F.....	2 00	Sherman, Mrs. Fred-	
Schuyler, Miss Louisa		erick D.	5 00
Lee	5 00	Sherill, Miss Helen L.	2 00
Schwab, Miss Emily..	5 00	Shriver, Mrs. Harry T.	10 00
Schwartz, Louis F...	5 00	Sibley, Mrs. Hiram W.	15 00
Schwarzenbach, Robert		Sidenberg, Charles ...	3 00
J. F.	5 00	Sidenberg, Mrs. George	
Scott, Mrs. George S.	25 00	M.	5 00
Scott, Mrs. George S. S. R.	15 00	Siegmán, M. B. & Co.	10 00
Scott, Henry L.....	5 00	Silberman, Philip ...	5 00
Scott, Miss Louise B.	10 00	Silberstein, Abraham.	5 00
Scovill, Mrs. Henry W. G. R.	25 00	Silk Finishing Co....	G. R. 10 00
Scoville, Miss Edith..	10 00	Sills, Henry J.....	10 00
Scoville, Miss Grace.. S. R.	25 00	Simmons, Charles H..	G. R. 5 00
Scrymser, Mrs. James		Simmons, Mrs. Joseph	
A.	G. R. 50 00	Ferris	5 00
Scudder, Miss Antoi-		Simmons, Mrs. Joseph	
nette Q.	5 00	Ferris	S. R. 2 00
Sedgwick, Miss Chris-		Simon, A. L. & Co....	10 00
tina D.	10 00	Simon, Franklin & Co.	10 00
See, A. B. Electric Ele-		Simonds, Mrs. R. G...	5 00
vator Co.	15 00	Simpson, Miss Jean	
Seeman Bros.	10 00	Walker	10 00
Seeman, Daniel W....	10 00	Sinclair, Mrs. D. B...	35 00
Seeman, Joseph S. R.	10 00	Skeel, Roswell, Jr....	5 00
Seibels, Mrs. Robert E.	10 00	Skougaard, Jens	50 00
Seibert, Jacob	5 00	Slade, Mrs. Francis H.	5 00
Seligman, George W...	5 00	Slade, Francis Louis..	5 00
Seligberg, Alfred F...	10 00	Sloan, Mrs. Benson B.	10 00
Seymour, Henry T... G. R.	5 00	Sloan, Miss Mary A...	10 00
		Sloan, Samuel	10 00

Sloan, Mrs. William S.	\$10 00	Sperry Gyroscope Co.	\$25 00
Sloane, Mrs. Charles W. G. R.	5 00	Speyer & Co.	10 00
Sloane, John	10 00	Speyers, Mrs. James Bayard	5 00
Sloane, Mrs. John ...	5 00	Spool Cotton Co.	25 00
Sloane, Mrs. William D.	25 00	Spring, Miss Anna R.	5 00
Smidt, Thomas	10 00	Spring, Miss Anna R. S. R.	5 00
Smith, Mrs. A. Alexander	5 00	Squibb, Miss Margaret R. G. R.	2 00
Smith, Mrs. Charles H. G. R.	5 00	Squire, George H., Jr.	5 00
Smith, Eugene	25 00	Standish, Mrs. Myles S. R.	5 00
Smith, Mrs. Fitch W.	10 00	Stauffen, Mrs. E.	1 00
Smith, George C.	10 00	Stebbins, E. Vail.	10 00
Smith, George D.	10 00	Steele, Charles	10 00
Smith, Miss Josephine C.	10 00	Steffanson, Mrs. Mary E. S. R.	15 00
Smith, Miss Madeline D.	5 00	Steingester, Mrs. J. ...	5 00
Smith, Miss Marjorie D.	1 00	Steinhardt, Henry ...	5 00
Smith, Ormond G. G. R.	10 00	Stephens, T. W.	5 00
Smith, Pierre J.	10 00	Sterling, Nelson D. ...	5 00
Smith, Mrs. Pierre J.	10 00	Stern, Albert	3 00
Smith, Mrs. William H.	5 00	Stern, Benjamin	10 00
Smithers, Mrs. Christopher D.	10 00	Stern, Charles	6 08
Snow, Elbridge Gerry	5 00	Stetson, Francis Lynde S. R.	25 00
Snowden, James H. ...	100 00	Stettheimer, Mrs. R. W.	5 00
Society Advertising Corporation	5 00	Steuer, Mrs. Max. D. .	3 00
Soher, Le Roy	10 00	Stevens, Mrs. Byam K.	10 00
Solomon, Elias L.	1 00	Steward, Robert Bruce G. R.	5 00
Solomon, Mrs. S. B. .	2 00	Stewart, Glenn	10 00
Sommerich, Edwin ..	5 00	Stewart, Mrs. James. G. R.	5 00
Sorchan, Miss Louisa B.	10 00	Stewart, Lispenard ..	25 00
Souls, William H.	3 00	Stewart, William R. .	10 00
Spalding, A. G. & Bros.	10 00	Stieglitz, Leopold ...	10 00
Spalding, Miss Helen H.	10 00	Stillman, Miss Charlotte R.	50 00
Sparks, Mrs. T. Ashley	5 00	Stimson, Henry A. ...	5 00
Sparks, T. Ashley.	5 00	Stimson, Henry L.	10 00
Speir, Mrs. Louis Dean	1 00	Stires, Ernest M.	5 00
Spencer, Charles H. ...	10 00	Stirn, L. & E.	10 00
Spencer, Mrs. Edwards	5 00	Stokes, Mrs. Anson Phelps	100 00
Spencer, Mrs. Edwards S. R.	15 00	Stone, Miss Annie.	10 00
		Stone, Miss Ellen J. .	25 00
		Stone, Junius H.	10 00
		Storey, Miss Lydia M.	5 00
		Storrs, Frank V.	15 00
		Stout, Mrs. Andrew V.	10 00
		Strange, Mrs. E. B. .	10 00

Stratton, Albert E....	G. R.	\$1 00	Thieriot, Mrs. Charles		
Straus, Herbert N....		25 00	H.		\$5 00
Straus, Mrs. Marcus..		10 00	Thomas, Mrs. Allen M.		5 00
Straus, Percy S.....		10 00	Thompson, Mrs. Fred-		
Strauss, Albert		10 00	erick F.		35 00
Strauss, Frederick ...		10 00	Thompson, Harry C..		5 00
Strauss, Joseph		2 00	Thompson, Mrs. Joseph		
Strauss, Nathan		2 00	T.		10 00
Strong, Mrs. J. R....		35 00	Thompson, Mrs. Lewis		
Strong, Mr. & Mrs.			S.		10 00
Thomas W.		5 00	Thomson, George M..		5 00
Stroock, Louis S....		5 00	Thomson, John W....		10 00
Stuart, Mr. & Mrs.			Thorburn, Miss C. M.		2 00
James M.	S. R.	2 00	Thorburn-Artz, Mrs. L.		
Stubner, William A..		3 00	N.		2 00
Sturges, W. W.		5 00	Thorn, Mrs. Margaret		2 00
Stuyvesant, Miss Anne			Thorne, Miss Eliza A.		10 00
W.		20 00	Thorne, Samuel, Jr...		5 00
Stuyvesant, Miss Cath-			Thorne, Mrs. Samuel,		
erine E. S.....		10 00	Jr.		5 00
Suckley, Mrs. Robert			*Thorne, William V. S.		5 00
B.		10 00	Tiebout, Miss Marga-		
Sullivan, Miss M.			ret B.		50 00
Louise		10 00	Tiemann, Miss Edith		
Sumner, Miss Emily D.		5 00	W.	G. R.	10 00
Susquehanna Silk Mills		10 00	Tiemann, Mrs. Ella A.		10 00
Sutro, Ludwig		2 00	Tiffany, Louis C....		10 00
Swann, Mrs. Arthur			Tiffany Studios		10 00
W.		5 00	Tift Bros.	G. R.	10 00
Swayze, Mrs. R. H...		3 00	Tilford, Miss Annette.	G. R.	5 00
Swezey, Mrs. Christo-			Tilghman, Mrs. Sidell.	S. R.	5 00
pher		10 00	Tillman, W. H.....		1 00
Swords, Mrs. Charles			Tillman, W. H.....	S. R.	1 00
R.		10 00	Timpson, Miss Marga-		
			ret C.		10 00
			Tinker, Mrs. Louise		
			Larocque	G. R.	10 00
			Titus, Henry		10 00
			Tobey, Orville H....		10 00
			Tod, Mrs. J. Kennedy.		5 00
			Tomkins, Calvin		5 00
			Tompkins, Hamilton		
			B.		10 00
			Tompkins, Mrs. W. W.		25 00
			Tompkins, Mrs. W. W.	S. R.	10 00
			Tong, Alfred E.....		10 00
			Torrance, Henry, Jr..		2 00
			Torrance, Norman F..	G. R.	2 00
			Towne, Frank B.....		25 00

* Deceased.

Towne, Mrs. John H..	G. R.	\$60 00	Van Brunt, Jeremiah		
Townsend, Isaac		25 00	R.....		\$10 00
Townsend, Miss Mary Allen		5 00	VanFleet, Frank	G. R.	5 00
Tracy, Miss Helen D..		5 00	Van Gerbig, Mrs. Ba-		
Travers, George W....		10 00	rend		50 00
Tredwell, Edgar Alan-son		5 00	VanIngen, Mrs. E. H..		10 00
Tripler, F. R. & Co..		5 00	VanKleeck, Mrs. Rob-ert B.		5 00
Troescher, A. F.....		20 00	Van Nest, Mr. & Mrs. Frank R.		5 00
Trommer, George F...		5 00	Van Norden, Mrs. Theodore L.		5 00
Tropp, Leopold		5 00	Van Raalte, Z.		10 00
Trotter, Theodore V. A.		2 00	Van Rensselaer, Mrs. K.		5 00
Truesdale, William Haynes		10 00	Van Rensselaer, Mrs. William B.		5 00
Tuck, Mrs. Henry....		5 00	*Van Santvoord, Miss Anna T.		20 00
Tucker, Mrs. John E..		5 00	Van Valkenburg, Mrs. Carlton		2 00
Tucker, William A....		10 00	Van Wezel, Marcus S.		5 00
Tuckerman, Alfred ..		20 00	Van Winkle, Edgar B.	G. R.	3 00
Tuckerman, Mr. & Mrs. Paul		50 00	Van Winkle, Miss Mary Starr		1 00
Turnbull, Miss Alice..		5 00	Varnum, Mrs. James M.		10 00
Turnbull, Miss Ethel..		10 00	Verdi, Mrs. C. deS....		5 00
Turnbull, Mrs. Ramsay		5 00	Vietor, Mrs. Ernest G.		5 00
Turner, Mrs. Herbert B.		10 00	Vietor, Mrs. George F.		10 00
Twitchell, Mrs. B. P..		25 00	Vietor, Thomas F....		20 00
U			Villard, Oswald Garri-son		5 00
Ullmann, Sig.		3 00	Vom Saal, Rudolph E.		10 00
Ulman, Mrs. Morris S.		3 00	Vondermuhll, Mrs. Al-fred		10 00
Ulmann, Carl J.....		20 00	Vondermuhll, Mrs. George A.	G. R.	2 00
Ulmann, Ludwig		3 00	Voorhees, James D....		10 00
Unckles, Thomas H...		5 00	Vorhaus, Louis J....		5 00
Underhill, Mrs. A. C.. Underhill, W. P..... Underhill, Mrs. Walter United Retail Grocers' Association	 G. R. 	 5 00 			
United States Bung Mfg. Co.		5 00	W		
Upham, Mrs. Elizabeth K.		10 00	Wadsworth, Mrs. Au-gustus B.		5 00
Urchs, William J....		5 00	Wadsworth, Mrs. Charles D.		5 00
V			Walbridge, Henry D.. Walcott, Mrs. Frederic C.		 10 00 10 00
VanBergh, C.	S. R.	5 00			
VanBeuren, Mrs. Fred-erick T.		15 00			

* Deceased.

Walker, Frederick W.	\$5 00	Wensley, Robert L....	\$2 00
Walker, Henry L.... G. R.	5 00	Werner, Miss Miriam.	2 00
Walker, Mrs. Joseph,		Wertheim, Jacob	25 00
Jr.	5 00	Wesendonck, Max A..	5 00
Walker, Mrs. S. K.... S. R.	15 00	Westervelt, William	
Walser, Conrad	5 00	Young	5 00
Walter, Edwin J....	10 00	Wheeler, Edward J...	5 00
*Wandling, James L.. G. R.	5 00	Wheeler, Miss Emily	
Wanger, Mrs. S. F.... G. R.	10 00	M.	10 00
Ward, Artemas	100 00	Wheeler, Miss Laura..	5 00
Ward, Miss Caroline C.	5 00	*Wheeler, Orville G.	2 00
Ward, George M....	10 00	White, Alexander M.,	
Ward, Henry Gal-		Jr.	10 00
braith	20 00	White, Alexander M.,	
Ward, Mrs. William E.	5 00	Sr. G. R.	25 00
Wardwell, Allen	10 00	White, Alfred T....	10 00
Wardwell, Henry Lan-		White, Miss Caroline.	10 00
sing	G. R. 10 00	White, Miss Clara P. S. R.	2 00
Warner Sugar Refining		White, Rev. & Mrs.	
Co.	10 00	Eliot	2 00
Warren, Mrs. E. Wal-		White, Miss Frances E.	50 00
pole	10 00	White, Miss Henrietta	10 00
Warren, Frederick P.. G. R.	10 00	White, Miss May W..	10 00
Warren, Walter Phelps	1 00	White, Miss V. M....	5 00
Warren, W. W. J....	5 00	White, William A.... G. R.	10 00
Washburn, William		Whitehead, A. Pening-	
Ives	10 00	ton	G. R. 5 00
Waters, Mrs. Henry..	2 00	Whitehouse, Mrs. J. H.	10 00
Watriss, Mrs. F. N....	5 00	Whitlock, Miss Mary	
Watson, Mrs. James S.	25 00	G.	10 00
Watts, Mrs. Martin S. G. R.	2 00	Whitman, Mrs. Eben	
Wayland, John Elton	25 00	E.	3 00
Wayland, Thomas C.	5 00	Whitney, J. B....	15 00
Webb, Miss M. T....	5 00	Whitney, J. F. & Co..	5 00
Webb, Mrs. Vanderbilt	25 00	Whittemore, Howard .	10 00
Weber, Richard	5 00	Wiborg, F. B....	10 00
Weeks, Thomas W....	10 00	Widener, Mrs. George	
Weil, Isaac	5 00	D. G. R.	25 00
Weil, M. Sanford....	5 00	Wiernik, Peter	5 00
Weimann, C. L.... G. R.	3 00	Wilkinson Bros. & Co.	10 00
Weinberg, Mrs.		Wilkinson, Edward T.	10 00
Charles	5 00	Willcox, William G...	10 00
Welch, Holme & Clark		Willcox, Mrs. William	
Co.	10 00	G.	25 00
Weld, De Witt C....	3 00	Willenborg, C. & Co..	10 00
Wellington, Miss Eliza-		Willenbrock, Mrs. Fred	2 00
beth R.	50 00	Willets, Mrs. Edward	10 00
Wells, Henry C....	5 00	Williams, Mrs. Charles	
Wendelken, I. M.... G. R.	5 00	M.	5 00
Wendt, Alfred	10 00		

Williams, Mrs. William B.	\$5 00	Woodin, William H. . S. R.	\$25 00
Williamson, D. D. & Co. G. R.	5 00	Woodman, Raymond H.	1 00
Williamson, Miss Mary B.	5 00	Woods, William	10 00
Wills, Ernest C.	10 00	Woelf, Mrs. Morris L. G. R.	5 00
Wilmerding, Mrs. Lucius K.	10 00	Woolley, George I. . . G. R.	5 00
Wilson, Mrs. Marshall Orme	25 00	Woolley, Mrs. Park Mason	10 00
Wilson, Orme, Jr.	10 00	Woolverton, Mrs. W. H.	7 00
Wilson, R. Thornton..	10 00	Worth, Archibald C. . G. R.	5 00
Winkhaus, Mrs. A. C.	5 00	Wright, Miss Constance	5 00
Winkhaus, Frederick..	10 00	Wright, Mrs. J. Hood G. R.	25 00
Winston, Owen	5 00	Wunderlich, Frederick W.	5 00
Wisch, P. Edward....	5 00		
Wisner, Miss Elizabeth H.	25 00	Y	
Witherbee, Mrs. Frank S.	15 00	Yeisley, Mrs. George C.	5 00
Woerishoffer, Mrs. Anna	25 00	Young, A. Murray.... S. R.	10 00
Wolff, Hermann H.	10 00	Young, Mrs. A. Murray	20 00
Wolff, Mrs. Julius R.	5 00	Young, Mrs. Horace G.	5 00
Wolff, Mrs. Lewis S. .	10 00	Young, Mrs. Rida Johnson	10 00
Wolff, Louis	3 00	Young, Mrs. W. H. . . . G. R.	25 00
Wollman, Henry S. R.	1 00		
Wood, Mrs. Charles B.	5 00	Z	
Wood, Mrs. William H.	2 00	Zabriskie, Miss Ethel.	20 00
Woodin, W. H., Jr.	10 00	Zabriskie, George	25 00
Woodin, William H. .	15 00	Zabriskie, George S. R.	5 00
		Zabriskie, Mrs. George	10 00
		Zehden, Martin	2 00
		Zehnder, Mrs. C. H. .	10 00

ANONYMOUS CONTRIBUTIONS

1 of \$25.	\$25 00	"M. L."	10 00
2 of \$10.	20 00	"B. B. S."	10 00
2 of \$5.	10 00	"C. S. S."	25 00
1 of \$4.	4 00	Mrs. E. D. S.	25 00
1 of \$3.	3 00	"G. G. M."	5 00
1 of \$2. G. R.	2 00	"H. A. P."	25 00
"Cash" Contributions		"N. L. F."	10 00
1 of \$73.50. S. R.	73 50	"Cash C. W."	10 00
1 of \$5.	5 00	"In Memoriam"	3 00
1 of \$5. G. R.	5 00	"In Memory of T. G. Sinnott"	1 00
3 of \$2. G. R.	6 00	"A Friend"	50 00
1 of \$2. S. R.	2 00	"A Friend"	100 00
1 of \$1.	1 00	"A Friend"	G. R. 10 00
1 of \$1. S. R.	1 00	"A Bridgeport Friend"	10 00
6 of \$1. G. R.	6 00		
"J"	3 00		

CONTRIBUTIONS OF CLOTHING, READING MATTER, ETC.

Adams, Mrs. C. T.	Hurd, R. M.
Barnum, Mrs. W. M.	Kay, Mrs. S.
Battle, George Gordon.	Kellogg, H. S.
Berg, Charles I.	Kimball, Mrs. W. E.
Birkhead, Mrs. William H.	Klumpp, Mrs.
Bissell, P. St. G.	Kronberg, I.
Blumenthal, Mrs. S.	Lindenmeyer, Henry & Sons.
Brown, John Crosby.	Lockwood, I. Ferria.
Brown, Mrs. W. R.	Logie, Mrs. Robert.
Brummer, S. D.	Loines, Mrs.
Brunswick, Mrs. E.	Ludlow, George B.
Butler, W. Parker.	McNulty, Mrs. J. C.
Cady, Lyndon B.	Machen, Mrs. C. W.
Cahen, Mrs. I. J.	Maury, Mrs. H. T.
Cass, E. R.	Miller, Mrs. A.
Coffyn, Mrs. L. D. A.	Needlework Guild.
Cohen, Mrs. Joseph.	O'Connor, Mrs. J. C.
Colgate, W.	Oppenheimer, Mrs.
Connolly, Mrs. Theodore.	Orth, C. D.
Coombs, Mrs. T. Gorton.	Perry, Mrs. A.
Damrosch, Mrs. Walter.	Pratt, C. H.
de Coppet, H.	Renard, Mme. O.
Donaldson, Miss A. H.	Sahler, Miss H. G.
Fackler, D. P.	Schwab, Mrs. N.
Fahnestock, Mrs. E.	Straus, Mrs. Marcus.
Frank, Mrs. L. E.	Thacher, Lathrop.
Fregensberg, Mrs.	Thomas, Mrs. H. W.
Garrison, Mrs. D. H.	Tighe, Mrs. John.
Goodwin, Mrs. J. J.	Tucker, Mrs. S. A.
Greenbaum, C. L.	Webster, George S.
Herz, Fred W.	Wolf, A.
Holt, Mrs. L. E.	Wolf, Mrs. L. J.
Howson, Mrs.	Yewell, George H.

CONSTITUTION AND BY-LAWS

AN ACT to incorporate The Prison Association of New York. Passed May 9, 1846, by a two-thirds vote. (As subsequently amended.)

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. All such persons as are now and hereafter shall become members of the said association pursuant to the constitution thereof, shall and are hereby constituted a body corporate by the name of The Prison Association of New York, and by that name have the powers that by the third title, of the eighteenth chapter, of the first part of the Revised Statutes, are declared to belong to every corporation, and shall be capable of purchasing, holding and conveying any estate, real or personal, for the use of said corporation, provided that such real estate shall never exceed the yearly value of ten thousand dollars, nor be applied to any other purpose than those for which the corporation is formed.

§ 2. The estate and concerns of said corporation shall be managed and conducted by its executive committee, in conformity to the constitution of the said corporation; and the following articles that now form the constitution of the association shall continue to be the fundamental laws and constitution thereof, subject to alterations in the mode therein prescribed.

ARTICLE FIRST.

The objects of the association shall be:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.

2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.

3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.

ARTICLE SECOND.

The officers of the society shall be a president, vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and there shall be the following standing committees, viz.: a finance committee, a committee on detentions, a committee on prison discipline, a committee on discharged convicts and an executive committee. The number of the executive committee shall consist of not more than thirty-five, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

ARTICLE THIRD.

The officers named in the preceding article shall be ex-officio members of the executive committee, who shall choose one of their number to be chairman thereof.

ARTICLE FOURTH.

The executive committee shall meet once in each month, and keep regular minutes of their proceedings. They shall have a general superintendence and direction of the affairs of the society, and shall annually report to the society all their proceedings, and such other matters as shall be likely to advance the ends of the association.

ARTICLE FIFTH.

The society shall meet annually in the city of New York, at such time and place as the executive committee shall

appoint, and at such other times as the president, or in his absence, one of the vice-presidents, shall designate.

ARTICLE SIXTH.

Any person contributing annually to the funds of the association not less than five dollars shall, owing to such contribution, be a member thereof. A contribution of five hundred dollars shall constitute a life patron; a contribution of one hundred dollars shall constitute an honorary member of the association for life, and a contribution of fifty dollars shall constitute a member of the association for life. Honorary and corresponding members may, from time to time, be appointed by the executive committee.

ARTICLE SEVENTH.

A female department shall be formed, consisting of such females as shall be selected by the executive committee, who shall have charge of the interest and welfare of prisoners of their sex, under such regulations as the executive committee shall adopt.

ARTICLE EIGHTH.

The officers of the association shall be chosen annually at the annual meeting, at which time such persons may be elected honorary members as shall have rendered essential service to the cause of prison discipline.

ARTICLE NINTH.

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and co-operating with it.

ARTICLE TENTH.

The executive committee shall have power to add to any of the standing committees such persons as, in their

opinion, may be likely to promote the objects of the society, and shall have power to fill any vacancy which may occur in any of the offices of the association, intermediate the annual meetings.

ARTICLE ELEVENTH.

This constitution may be amended by a vote of the majority of the society at any meeting thereof, provided notice of the amendment has been given at the next preceding meeting.

The officers elected for the current year, under the constitution shall continue to be the officers thereof until others shall be duly chosen in their places.

And it is hereby further enacted that no manager of said society shall receive compensation for his services.

§ 3. The said executive committee shall have power to establish a workhouse in the county of New York, and in their discretion, to receive and take into the said workhouse all such persons as shall be taken up and committed as vagrants or disorderly persons in said city as the Court of General Sessions of the Peace, or the Court of Special Sessions, or the Court of Oyer and Terminer, in said county, or any police magistrate, or the commissioner of the almshouse may deem proper objects, and the said executive committee shall have the same powers to keep, detain, employ and govern the said persons as are now by law conferred on the keepers of the bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate and concerns of said association and the management, government, instruction, discipline and employment, of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents, and servants as they may deem necessary

to transact the business of the said association, and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee, and generally all such facts and particulars as may exhibit the operations of the said association.

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said workhouse, to bind out the said persons so being minors, as aforesaid, as apprentices or servants, with their consent during their minority, to such persons and at such places, to learn such proper trades and employments as in their judgment will be most conducive to their reformation and amendment and future benefit and advantage of such persons.

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect, and examine, all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in relation to the inspectors thereof; provided, that no such examination or inspection

of any prison shall be made until an order for that purpose to be granted by the chancellor of this State, or one of the judges of the Supreme Court, or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

BY-LAWS

I. There shall be a stated meeting of the executive committee on the third Thursday of each month, and special meetings shall be held on the requisition of the chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting. The annual meeting shall be held on the third Thursday of January in each year at half-past three in the afternoon at the office of the association.

The number of members composing the executive committee exclusive of the officers of the association, is hereby fixed at twenty-four, and divided into four groups or classes as follows: At the election held at the annual meeting of the year 1916, there shall be elected, to serve from that date, six members for the term of one year, six for the term of two years, six for the term of three years, and six for the term of four years. At each annual meeting thereafter six members shall be elected for the term of four years in place of those whose terms of office then expire. Any vacancies in the membership of the committee by death, resignation or otherwise, may be filled either by the association at any annual meeting, or, in interims between the annual meetings, by the executive committee.

II. At every meeting of the executive committee five members shall be necessary to constitute a quorum.

III. The order of business at the annual meeting shall be as follows:

1. Election of chairman and secretary.
2. The reading of the minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.

5. Report of corresponding secretary on the work of the year.
6. Annual report of the treasurer.

IV. The order of business at every other stated meeting shall be as follows:

1. The reading and approval of the minutes of the last preceding meeting.
2. Report of treasurer.
3. Reports from standing committees.
4. Report from the corresponding secretary.
5. Reports from special committees.
6. Report from the general agent.
7. Miscellaneous business.

At a special meeting no other business shall be transacted than that for which the said meeting was called.

V. The chairman shall appoint all standing and special committees and decide all questions of order, subject to an appeal; and the rules of order shall be those embodied in Cushing's Manual, so far as they are applicable.

VI. The recording secretary of the association shall be the secretary of the executive committee; and it shall be his duty to keep the minutes of the proceedings of said committee, to record them in a book provided for that purpose, and to give due notice of all meetings of the committee.

VII. The corresponding secretary shall conduct the correspondence of the executive committee and of each of the standing committees; and shall act as the general financial agent of the association, and shall report at each stated meeting of the committee.

VIII. The treasurer shall have charge of the funds of the association, and shall give such security as the executive committee may require. His duties are more fully defined in by-law X.

IX. There shall be six standing committees, namely, on finance, detentions, discharged convicts, law, house, and library.

X. The committee on finance shall be charged with the duty of raising and caring for the funds.

The funds of the association shall be divided into three parts to be known as:

1. The endowment fund.
2. The reserve fund.
3. The general fund.

The Endowment Fund.—The endowment fund shall consist of such contributions as shall be given with the restriction that the income only shall be used for the purpose of the association, and all legacies.

The Reserve Fund.—The reserve fund shall consist of such sums as may be set aside from the general fund from time to time by the executive committee for investment. Whenever any part of the reserve fund shall be appropriated by the executive committee, such sum shall be immediately transferred to the general fund. The endowment and reserve funds shall be under the immediate direction and control of the committee on finance, and all investments of these funds shall be ordered by the committee. The treasurer of the association shall be a member and act as the treasurer of the committee on finance, and shall be responsible for the safe-keeping of the sureties of the endowment and reserve funds.

Any uninvested balance of the endowment and reserve funds shall be kept each in separate trust companies in the name of the association, subject to check of the treasurer, and shall, whenever possible, bear interest. All income from the endowment and reserve funds may be transferred to the general fund as soon as received.

No part of the reserve fund shall be used for any purpose except by resolution of the executive committee, and

whenever any part shall be appropriated by the executive committee it shall immediately be transferred to the general fund.

The General Fund.—The term “general fund” shall cover all receipts of the association not constituting a special fund or specified for the endowment fund, the intention being that all the income, except legacies, including donations for general purposes, and income from endowment and reserve funds, shall be credited to the general fund to which the authorized disbursements of each activity of the association shall be charged at the close of the fiscal year.

The treasurer shall notify the corresponding secretary at once of all transfers of income from the endowment and reserve funds to the general fund.

The treasurer shall notify the corresponding secretary, immediately on receipt by him of any sum for the account of the association that such receipt may be entered at once to the credit of the proper account on the books of the association.

The corresponding secretary shall be the general disbursing agent of the association, the object of the provision being to keep in the central offices of the association all receipts for payments by him for the association of any kind, nature or description, and to have in the central offices immediate record of all his disbursements. This provision shall not apply to the endowment and reserve funds.

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank as directed by the treasurer to the credit of the association. Whenever the executive committee shall make an appropriation out of either the reserve or general fund, the corresponding secretary shall send to the treasurer a copy of the resolution making the appropriation, certified by the recording secre-

tary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association, subject to his check as treasurer in such bank as may be selected by him and approved by the committee on finance. Such account shall be separate and distinct from those accounts opened for the uninvested balance of the endowment and reserve funds.

The corresponding secretary shall keep a bank account in the name of the association, subject to his check as corresponding secretary for current disbursements, and shall deposit to the credit of said bank account all moneys he may receive from the treasurer drawn from the general fund.

The committee on finance shall audit and report upon accounts of the treasurer and of the corresponding secretary.

At each regular meeting of the executive committee the treasurer shall make a detailed statement of the receipts and disbursements for the preceding calendar month. He shall make a statement showing investments and the receipts and disbursements of the endowment and reserve funds; he shall make, at the annual meeting of the association, a detailed statement of receipts and disbursements for the fiscal year.

XI. It shall be the duty of the committee on detentions:

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and in Brooklyn, and to adopt proper measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto.

2. To visit frequently the prisons under their charge, and to endeavor to improve both the physical and moral condition of the prisoners in all suitable and practicable ways.

STATE OF NEW YORK

THE SEVENTY-SIXTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1920



ALBANY
J. B. LYON COMPANY, PRINTERS
1921

FORM OF REQUEST

I hereby give to the Police Association of
New York the sum of Dollars for the
corporate purposes of the Association.

STATE OF NEW YORK

THE SEVENTY-SIXTH ANNUAL REPORT

OF THE

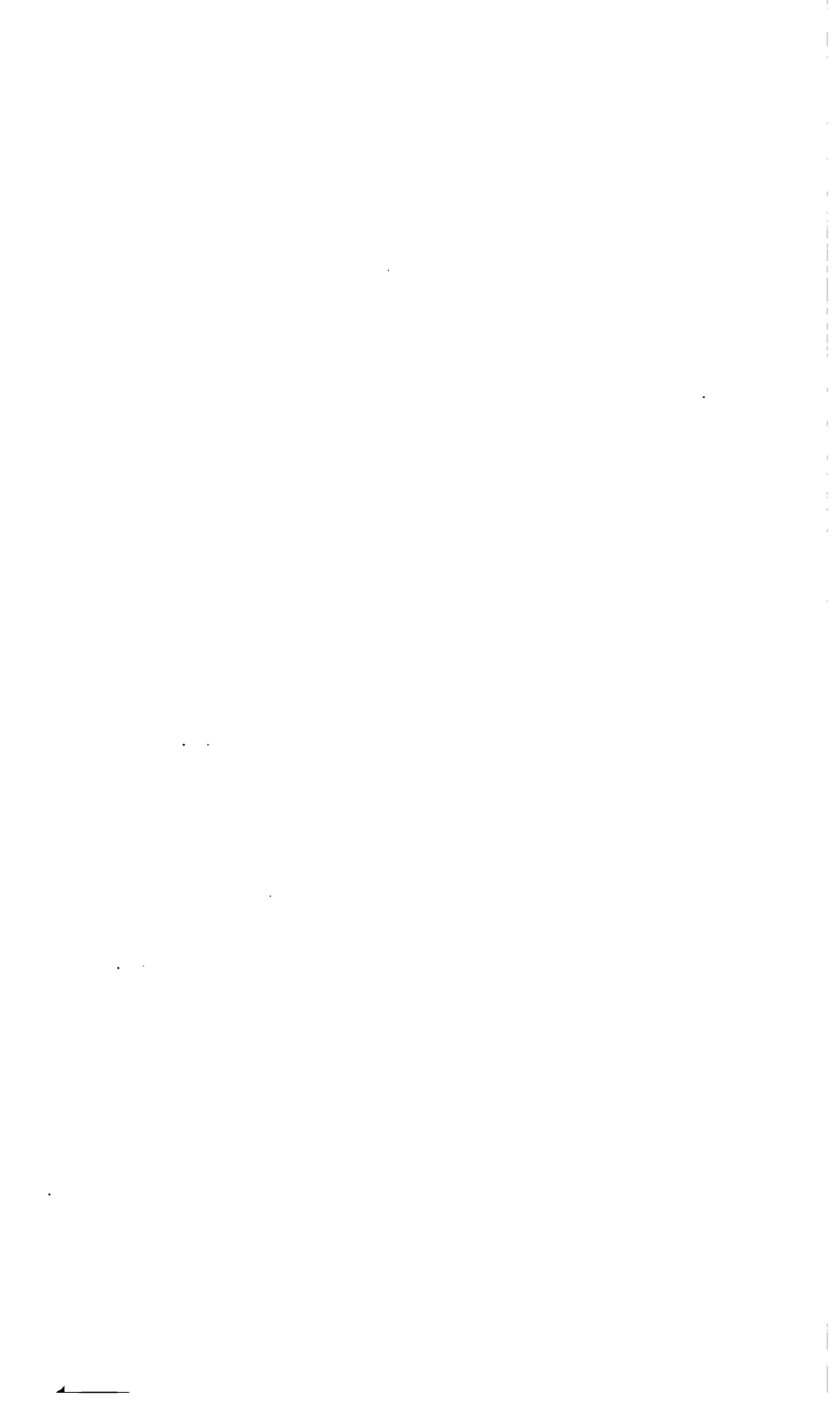
✓
Prison Association of New York

135 East 15th Street, New York

1920



ALBANY
J. B. LYON COMPANY, PRINTERS
1921



PREFACE

THIS is an official report of the Prison Association of New York to the Legislature of the State of New York, which has been made annually since 1845, and constitutes the seventy-sixth of the series.

Paragraph 6 of article XI of the Act incorporating the Prison Association of New York provides that "the said executive committee" (of the Prison Association), "by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect and examine, all the prisons of the State, and annually report to the Legislature their state and condition and all such other things in regard to them as may enable the Legislature to perfect their government and discipline."

The State law further provides for the printing of 500 copies of this annual report at the expense of the State. Additional copies are purchased from the State printers, at the expense of the Association, for distribution to its contributors and many others, not only in New York State but elsewhere.



THE PURPOSES

OF

THE PRISON ASSOCIATION OF NEW YORK

1. The protection of society against crime.
2. The prevention of crime, and especially of juvenile delinquency.
3. The reformation of the criminal.
4. Protection for those unjustly accused.
5. Parole and probation, when suitable.
6. Improvement in prisons and prison discipline.
7. Employment, and when necessary, food, tools, shelter and other assistance for released or discharged prisoners.
8. Necessary aid for prisoners' families.
9. Supervision for those on probation and parole.
10. Needed legislation.
11. Publicity in prison reform.
12. Research and advice.

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THE PRISON ASSOCIATION OF NEW YORK

OFFICERS FOR 1921

PRESIDENT

EUGENE SMITH

SECRETARY

DECATUR M. SAWYER

TREASURER

C. C. AUCHINCLOSS

GENERAL SECRETARY

O. F. LEWIS

ASSISTANT GENERAL SECRETARY

E. R. CASS

VICE PRESIDENTS

THOMAS M. OSBORNE

GEORGE W. KIRCHWEY

ROBERT W. DE FOREST

GEORGE W. WICKERSHAM

EXECUTIVE COMMITTEE

GEORGE W. WICKERSHAM, Chairman

CLASS OF 1922

B. OGDEN CHISOLM

MRS. JAMES F. CURTIS

EDWIN O. HOLTER

RICHARD M. HURD

FRANK D. PAVEY

MORTIMER SCHIFF

CLASS OF 1923

MRS. CORTLAND D. BARNES

FULTON CUTTING

WILLIAM H. GRATWICK

HENRY G. GRAY

HENRY E. GREGORY

CLASS OF 1924

IRA BARROWS

GEORGE BLUMENTHAL

J. E. DAVIS

E. TROWBRIDGE HALL

MRS. GEORGE T. RICE

CLASS OF 1925

J. FENIMORE COOPER

ALEXANDER M. HADDEN

WILSON M. POWELL

DEAN SAGE

ROSWELL SKEEL, JR.

MORNAY WILLIAMS

STANDING COMMITTEES FOR 1921

LAW COMMITTEE

SAGE, CUTTING, GRAY, GREGORY, KIRCHWEY, PAVEY, POWELL.

PRISON DISCIPLINE

HURD, CHISOLM, DAVIS, KIRCHWEY, SAWYER.

RELEASED AND DISCHARGED PRISONERS

HADDEN, HALL, HOLTER, SKEEL, WILLIAMS.

DETENTIONS

CHISOLM, BARROWS, DAVIS, GRAY.

FINANCES

AUCHINCLOSS, CUTTING, MRS. CURTIS, HURD, SAGE, SCHIFF,
SAWYER.

HOUSE

SAWYER, AUCHINCLOSS.

LIBRARY

GREGORY, LEWIS.

PREVENTION OF DELINQUENCY

SAWYER, MRS. BARNES, MRS. CURTIS, HURD, POWELL.

FEMALE DELINQUENTS

MRS. CURTIS, MRS. BARNES.

STAFF OF THE PRISON ASSOCIATION 1921

ADMINISTRATION

O. F. LEWIS, General Secretary.
E. R. CASS, Assistant General Secretary.
R. S. MORISON, Cashier.
MISS KATHLEEN JORDAN, Secretary to Mr. Lewis.
MRS. CAROLYN TITUS, Secretary to Mr. Cass.
MISS BEATRICE STECKER, Chief of Appeal Bureau.
MISS BESSIE RATNER, Clerk.
MISS ANNE GILLESPIE, Clerk.
MISS ANNETTE KISTNER, Clerk.
MISS CHRISTINA ATTANASIA, Clerk.
MISS RUTH DUDLEY, Clerk.
MISS MABEL O'NEIL, Clerk.
MISS FREDA RUNNE, Clerk.

PAROLE BUREAU

AUGUST L. BOHN, Agent.

PROBATION BUREAU

D. E. KIMBALL, Agent.

EMPLOYMENT BUREAU

JOHN J. MOLLOY, Agent.

INSPECTION BUREAU

E. R. CASS, Assistant General Secretary.

BUREAU OF PREVENTION OF DELINQUENCY

RELIEF BUREAU

ROSWELL SKEEL, JR., Agent.
MRS. ALICE F. HORE, Assistant.
MISS PRISCILLA BUNTIN, Stenographer.

SEVENTY-SIXTH ANNUAL REPORT OF THE PRISON ASSOCIATION OF NEW YORK

HON. JEREMIAH WOOD,

Lieutenant-Governor of New York:

SIR.—In accordance with chapter 163 of the Laws of 1846, we have the honor to present the Seventy-sixth Annual Report of the Prison Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK,

By EUGENE SMITH, *President*.

O. F. LEWIS, *General Secretary*.

INTRODUCTION

THE PRISON ASSOCIATION OF NEW YORK

THE annual report this year continues to be materially shortened, principally as a measure for the conservation of State and Association funds.

The Prison Association has concerned itself continuously for seventy-six years with the treatment of delinquents. Its charter, obtained in 1846, provided that the Society was to concern itself with (a) those awaiting trial, or being tried; and (b) with those in prison, and with prison conditions; and (c) with those who had been released from prison. In the earlier years the main attention of the Society was centered upon the relief of those incarcerated and with the rectification of the most flagrant abuses. In the course of time other important functions were developed and the scope of the Association's work extended. In the absence of accurate and comprehensive knowledge as to prison conditions and prison reform elsewhere than in New York, the Prison Association has frequently been the assembler and distributor of important and highly valuable facts and statistics. The Association has always been a recognized authority in this State in matters of prison reform. Since the time of Dr. Enoch C. Wines in the sixties of the nineteenth century, the Association has also played an important part in the national field, and was the chief factor in the foundation of the American Prison Association in 1870, and later of the International Prison Commission which has members in nearly every civilized country in the world. Conspicuous among the many results

in which the Association has shared was the campaign for the establishment of the Elmira Reformatory; the study of the Jukes Family by R. L. Dugdale, one of the board of managers of the Association; the development of probation in New York State; the development through many years of the parole system in New York city for the State reformatories and State prisons; the election of Dr. Barrows, corresponding secretary of the Association from 1900 to 1909, as president of the Eighth International Prison Congress; the successful campaign against the fee system in the case of county sheriffs; the increase of the endowment fund of the Association since 1910, from \$9,000 to nearly \$200,000, and the increase in recent years not only in the membership but of the income of the Association and the accompanying development of the fields of activity of the Association. In recent years the Association has made a considerable part of its activity the co-operation in the development of new institutions.

The most conspicuous and perhaps the most important militant activity of the Association has been, recently, the campaign under the slogan, "Sing Sing Must Go."

Throughout the country the Association is recognized as an important one in its field, and it daily serves as a bureau for citizens of this and other States and countries for information concerning the betterment of prison conditions, legislation, and other social problems allied with delinquency.

For nearly seven years, from 1911 to 1918, through the activities of its Bureau of Inspection and Research, the Association persistently campaigned for the abolition of the deplorable idleness existing among sentenced prisoners in our county jails, and also for the improvement of the living conditions and management of these institutions.

THE PROBLEM OF CRIME

The problem of crime, its treatment and its cause, has existed since the beginning of civilization. Crime is recognized as one of the chief problems of society. The basis of crime is anti-social conduct. Rebellion against the laws or customs of society is of various forms. Rebellion of the individual against the laws and customs that guard the life and property of others has caused society to establish defenses, which in the development of society have led to many kinds of treatment.

The farther back the historian traces the efforts of organized society to reduce or prevent crime, the more brutal on the whole appear the methods. In this country the historian traces a long succession of efforts at solutions of the crime problem. Colonial days dealt publicly, promptly, and mainly physically with crime. Capital punishment, mutilations, and public punishment were customary.

Prisons have been the product practically of the period of the American Republic. State prisons were founded to deal with crime otherwise than by capital punishment or mutilations. Out of the prison, receiving all classes and conditions of people, developed first the juvenile prison or reformatory, which today has grown into the reform school for boys or girls. Somewhat later there were removed from the prisons the obviously insane, and ultimately asylums for the criminal insane were established in some States.

Beginning fifty years ago, the more reformable group of young men between the ages of sixteen and thirty were for the first time sent to new institutions called reforma-

tories, the first of which was the New York State Reformatory at Elmira, opened in 1876. This institution has been patterned after, in most of the States of the Union.

The principle of the indeterminate sentence, adopted with the establishment of Elmira Reformatory, made possible the shortening of the prison period, and enabled the prison authorities to place on parole, under a form of official supervision, the inmates of the reformatories after a certain period spent within the institution. Probation, introduced first into Massachusetts nearly fifty years ago, and spreading throughout the country until at present a substantial majority of the courts of the country exercise probation in some form, enables the court to postpone a prison career in instances where probation is used, thus permitting the prisoner to go back into society without the experience or stigma of a prison career, while still under the official supervision of the probation officer.

The juvenile court, created primarily to remove children under sixteen from the contact and influences of courts for adults, grew rapidly in popular favor from the beginning of the twentieth century, and today it is practically an axiom that children under sixteen shall be judged separately and as wards of the State, under the principles of chancery jurisdiction, rather than as criminals. Probation for children has assumed very large proportions.

Volunteer assistance, often of the most thoughtful and persistent kind, has developed and become organized in the Big Brother and Big Sister movement and through friendly, unpaid assistance of probation officers. Many individual instances exist throughout the country of helpfulness to men, women, and children released from institutions. Prisoners' Aid Societies give much of their time and strength to solving the problems of employment and rehabilitation for persons who have served sentences in some institution. National organizations have grown up,

like the American Prison Association, the National Probation Association, the annual meetings of the Big Brothers and Big Sisters, the juvenile protective associations, and others, all intent and diligent in aiming to solve the problem of a recurrence of crime, or the prevention of delinquency in its early stages.

The American Prison Association, now in its fifty-first year, founded by the Prison Association of New York in 1870, has grown to be a national forum, meeting annually for the discussion during one week of the vast field of crime and delinquency.

Wherever the eye of the student of social problems turns in this country, there is fine evidence of a deep-seated, persistent, and often thoughtful study and treatment of the manifestations of delinquency and crime. In no country in the world is there anywhere near the degree of public concern in problems of misconduct manifested in our country; nowhere are so many explorations and experiments made for some solution of the treatment of crime; nowhere else as in the United States is the general public inducted through newspapers, magazines, and other publications, into the general problems of misconduct. While such publications in the United States lack in large measure the scientific thoroughness of the scholarly publications of some other lands, notably of the continental countries of Europe, this condition is offset by a far larger general interest and concern of the reading public in at least the superficial evidences of crime and delinquency as a part of American life.

This fact, and the development above outlined of the very varied forms of the treatment of crime problems, has produced in the United States a condition far more favorable to what is in general called Prison Reform, than can be found in any other country. The decade from 1910 to 1920 was, for instance, one in which great public attention

was repeatedly called to certain "modern" efforts in the solution of the treatment of crime and delinquency. Within that decade came to public attention in almost all parts of the country the so-called "Honor System," whereby increased responsibilities were vested in inmates by the wardens and superintendents of institutions, resulting in increased opportunities for relative freedom within the institution or over its broad areas, increased responsibility not to attempt to escape, and also responsibility for a relatively high degree of good conduct.

Astonishing results were manifest in individual cases, and strong belief developed in the redemptive possibilities of even so-called hardened criminals.

Following closely upon the development of the "Honor System" came efforts at "Self-Government," particularly at Auburn and Sing Sing prisons, under the leadership of Thomas Mott Osborne. This movement, based mainly upon the theory that the inmates of an institution can learn the civic and social responsibilities of freedom only by having a relatively large degree of freedom within the prison, achieved very signal successes, accompanied by certain signal failures, and with the ultimate withdrawal of Mr. Osborne from the wardenship of Sing Sing left the public mind with confused and uncertain basis for judgment. This movement is still in a distinctly experimental stage, and has more recently been introduced into the Portsmouth (New Hampshire) Naval Prison, and into the House of Correction at Deer Island, Boston, Massachusetts.

Within the decade 1910 to 1920, two other important movements developed. The introduction of the psychologist, or the psychiatrist, or both, as an important part of the prison or reformatory staff has been largely achieved during the last decade. Probably the most permanently important result of the last decade in the prison field has been

the growing close association of the psychologist and the psychiatrist with the problems of institutional management. Out of years of careful study of individual inmates by specialists in the two allied sciences of psychology and psychiatry has come the recognition that the treatment of a prisoner must be mainly on an individual basis, and today mass treatment is becoming rapidly a thing of the past. Side by side with the warden or the superintendent is coming to sit the scientist as a consulting colleague whose field is the study of abnormal behavior.

The second movement, above alluded to, has been the development of the new type of prison and reformatory building and "layout." The traditional "bastile type" of prison, with hundreds of all-steel interior cells uniform in structure, a vast mass of cages, has given way in the designs of the leading new prisons of the country, in New York, Ohio, and Illinois, to a new system of prison construction, in which smaller buildings take the place of the single bastile, rooms or cells with greater privacy supersede the cages, and more humane and normal housing conditions take the place of the old and wholly unnatural series of hundreds of cage-like cells.

The World War, falling largely within the second half of the last decade, interrupted to a considerable degree certain developments in the field outlined above. Only within the last two years have the forces seeking the reduction of crime through institutional and non-institutional methods again assembled with new vigor, and with a freedom once more from the pressing and emergency problems of the war time.

Along with this renewed interest in the problems of delinquency have arisen, however, certain factors partly induced by the war. The most conspicuous factor is the so-called "Crime Wave," the causes of which seem to be numerous, and not by any means attributable wholly to the reaction

from the period of the war. There is found, at the end of the year 1920, an apparently substantial increase in crimes against property and crimes of violence. There is manifest a brutality and a daring in such crimes that the public mind assumes to be considerably greater than seemed formerly to be the case. Throughout the country the public has risen both in protest and in action, particularly by the police, to suppress such crimes. There does not seem to be in all places a corresponding development of juvenile delinquency, and the records of the Children's Court in the city of New York show an actual decrease in the number of cases coming before the court during 1920.

Nevertheless, there is general agreement that lawlessness is greater; that the sense of civic and social responsibility on the part of many persons has decreased; and there is loud clamor for a reversion to more punitive forms of treatment for law-breakers. This has resulted in some States in the introduction into the legislatures of bills increasing the length of sentences, and other measures providing for more severe forms of punishment. The advocacy of the whipping post for wife beating; the condoning and even advocacy of flogging as a part of prison regime; the urging of substantial reduction of privileges within the prisons and other institutions, are but a part of a public belief that too great leniency and too great sympathy for the so-called criminal have been manifest, and that the time has come to make a change.

There have been similar "cycles" in the past in the history of the treatment of crime in this country. There was a general belief in the breaking-down of the prison system at the beginning of the third decade of the nineteenth century, exactly one hundred years ago. Crime was rampant, and as a result, the brutally rigid systems of Auburn prison and of the Eastern Penitentiary of Pennsylvania were fastened upon this country for a period over a half-century, before substantial alleviations occurred.

It was true that crime had been rampant. It was true that the period marked by the years 1820 to 1825 was one when citizens feared seriously for their property and their lives. Yet if history can expose the failures of society, it should be today clear that not by stern repression or by the revival of brutally repressive measures can the problem of crime and misconduct be solved. The pendulum swung one hundred years ago to an extreme that fastened upon our penal methods a system of fundamental brutality.

There is today a strong plea in many quarters for a reversion to repressive and even brutal methods. The problem, therefore, before legislatures and intelligent public opinion is to act wisely and not with headstrong impulsiveness, in aiming to meet today's conditions.

The extremes of highly sentimental leniency and illogical treatment of the inmate within the institution, or of the released inmate again at liberty, must be avoided. Man's conduct is channeled in general along lines to be recognized and forecast to a considerable degree by those who have given greater study to the problems of human behavior. Radical deviations from probable lines of conduct can hardly be expected, and therefore such methods of dealing with prisoners as are based upon enthusiastic expectations of exceptional results will in the end necessarily lead to disappointment and failure.

What is most needed at present is wise, dispassionate study of the experiences of the last decade, an analysis of the success and failures of the past ten years, and a painstaking effort to plan for the next decade on the basis of the experiences of the past, unswayed to any unreasonable degree by apparent "crime waves," or by a hysterical reaction of the public mind in these years immediately following the greatest social catastrophe that has ever occurred to civilized nations.

In 1918 the Seventy-third Annual Report of the Prison Association of New York outlined a number of "Necessary Next Steps in the Treatment of Delinquents," indicating certain broad and necessary developments in the policy of the State or its political subdivisions in dealing with crime. In the main, these steps are still to be taken or to be concluded. It is fitting that at this time these "Next Steps" should be again outlined and certain further steps indicated.

The *admission of misdemeanants to the New York State Reformatory* at Elmira on an indeterminate sentence has been provided by law, after a legislative campaign of several years conducted by the Prison Association of New York. A parole system similar to that already employed by the New York State Reformatory at Elmira for felon inmates has been established for misdemeanants committed to the Reformatory.

The law of 1920, providing for this "Necessary Next Step," was based on the now general recognition among penologists that there is no inherent difference between the misdemeanor and the felon, and that the legal difference is one dependent often upon the time of day in which the crime was committed, or the amount of property secured, or upon other incidental factors quite apart from the intent of the person committing the crime. Obviously, the intent is the same whether a thief secures \$500 or \$25 in a purse. Yet the amount of money stolen creates a felon or a misdemeanor. During the year 1920, misdemeanants have been admitted to the Elmira Reformatory, but by a reasonable provision of the law, first-time misdemeanants may not be sentenced by local or county courts to the Reformatory, but only those who have previously been convicted of a misdemeanor or a felony.

The advocacy of the Prison Association in 1919 and in earlier years of *a custodial institution for male defective delinquents, and a custodial institution for female defective*

delinquents, has been in part realized. Mainly through the very commendable co-operation of a number of civic and philanthropic organizations in New York city, giving special attention to the problems of delinquent women, a law was enacted in 1920 permitting the transfer of female defective delinquents from other correctional institutions to the New York State Reformatory for Women at Bedford, where the board of managers was authorized to set aside a suitable portion of the property for the treatment of mentally defective delinquent women, the board of managers being also authorized to acquire for such division, by lease or rental, the property known as the laboratory of social hygiene for a period of not less than two years. This law was the opening wedge for the institutional centralization of the delinquent female defective, and an important step in the direction of custodial care of this class. The custody should be indefinite, as is at present the case in the hospital for the criminal insane, and in the asylums for the feeble-minded, subject to those forms of release provided by law.

There has been as yet *no custodial institution established for male defective delinquents*, but the Prison Survey, of which mention is made on page 33, has recommended the designation by the Prison Department of Great Meadow Prison as an institution of this type. This could be done by a law similar to the law passed in 1920 relative to the New York State Reformatory for Women.*

No weakness of our correctional system has been more discussed and realized than the thoroughly inadequate state and local provision for the treatment of defective delinquents. What seemed to be temporary measures, advocated in succeeding years, were postponed year after year as to final action because of the existence of state commis-

* Provision was made by the 1921 Legislature for the establishment of the "Institution for Defective Delinquents" at Napanoch.

sions in New York studying the problem of the insane and the feeble-minded, for the purpose of adopting through legislation comprehensive methods of dealing with mental cases.

It can be predicted with some confidence today that within a fairly brief period the state will make definite provision for the segregation and adequate treatment of male defective delinquents. This matter is depending mainly upon the development of a more modern and comprehensive administration of the correctional institutions of the State under state control.

The Prison Association in 1919 urged that the *psychiatric clinic established at Sing Sing prison*, and maintained for several years by private funds, with most admirable results from a scientific standpoint, *should be taken over by the State*, and that appropriations for its continuation and development should be made. While the psychiatric clinic has not been continued apart from the general medical conduct of the prison, the Recommendation No. 4 of the Association in 1919, namely, that *appropriations for the maintenance of the new prison at Sing Sing as a reception hospital and clearing house should be made as soon as the new institution approaches completion*, is in a fair way to be accomplished.

In short, the State is definitely committed to the policy of two new State prisons: one the remarkably planned reception prison and clearing house at Sing Sing, which will embody the latest methods (mental, social, industrial and educational) of dealing with prisoners on their reception into the prison system; and the other the new State prison at Wingdale, which will be mainly an industrial prison. In these two new prisons, for which the Prison Association campaigned during a number of years, and in the final securing of which the Prison Association led the publicity campaign in 1916, the State is assured of this

great "Next Step," a step which will put this State unquestionably in the van in modern, humane, and adequate methods of dealing with convicted felons.

On the other hand, the recommendation of the Association in 1919, that "*the State Parole Board should be reorganized, the members thereof to give their full time to the work,*" has not been realized. The conditions are practically the same as in 1919. The two members of the Parole Board, receiving salaries of \$3,600 each, give one week a month to actual presence in the prisons, and to the judgment at the prisons of cases coming up for parole. There is undoubtedly a considerable amount of time given by the two commissioners outside of the time spent in traveling and in visitation of the prisons, but the condition is not satisfactory, because the duties of the commission properly call for the full time of the commissioners. The salary is not such as to secure the full time of a commissioner of the calibre necessary for this work. The Prison Association has advocated a substantial increase in the salary provided, and urges again that the State Parole Board be put on a full-time basis, and that the commissioners give their full time to this work.

Nothing less than full time of two men, together with such time as can be given by the superintendent of prisons or his delegate, is enough for the adequate treatment of this important and complicated field of penology. The judges in the courts committing to prison sit constantly, and great care and great expense are involved in the conviction of a felon. One of the chief criticisms of the indeterminate sentence and of the parole system is that the release of the prisoner on parole seems to be to such an extent automatic. It is a fact that in 1916 the Prison Association, after a thorough study of the work of the State Parole Board, found that 90 per cent. of the inmates of State Prisons were released by the Parole

Board at the expiration of their minimum sentence, or within a month of the same. Approximately the same condition seems to exist at present.

One of the chief criticisms of the use of parole in various States is based on the apparent release of large numbers of prisoners at the very expiration of their minimum sentences. The theory of the indeterminate sentence, with minimum and maximum, was not written into the law that prisoners might with great regularity be released at the expiration of the minimum, but that prisoners should not be released prior to the minimum, and that they might be released on parole at such times *between* the expiration of the minimum and the expiration of the maximum sentence as in the final and deliberate judgment of the releasing body was wise. It lay also in the theory of the indeterminate sentence that great care should be exercised in each individual case, in determining all the factors prior to release.

The indeterminate sentence, and the administration of parole, are at the present time undergoing severe criticism by many judges, by police, and by a portion of the public. Two things are mainly responsible for this condition: First, The too automatic release of the prisoners at or near the expiration of their minimum sentence; second, the extremely inadequate supervision by the State of many released inmates during their parole period.

The Prison Association therefore repeats with emphasis its recommendation that the State Parole Board function as a full-time commission; that the members of the State Parole Board, with the exception of the State Superintendent of Prisons, be full-time members; that they be paid a salary commensurate with the requirements of the position; that greater care be exercised in the release of prisoners, based on more complete records and study of their careers within the prison; and that an adequate corps of parole officers, employed by the State, be provided by

law, and that such parole officers shall supervise all prisoners on parole from State prison.

The Prison Association also recommends that the very beneficent work at present *done for the State without cost* by philanthropic organizations such as the Prison Association of New York, the Salvation Army, The Division of Protective Care of the Catholic Charities, The Jewish Protectory, and Aid Society, and other bodies, continue to be utilized by the State in assisting the parole supervision. The Prison Association recognizes the far-reaching value of such private co-operation, and regards it as one of the most commendable philanthropic works at present done for the State, in the absence of anything like an adequate corps of parole officers. The extreme and deplorable absurdity of the present system, from the standpoint of the State, is shown in the fact that there are designated for parole supervision *only four officers*, for the entire parole population of the State prisons. It is unquestionably due to such gross inadequacy of provision on the part of the State that much of the recurrence to crime on the part of paroled inmates exists. Were it not for the private philanthropic organizations above mentioned, the State parole work would be in a wholly deplorable condition.

Another great need, and a most "Necessary Next Step," has not been met by the State, namely, an *analysis of the results of the exercise of parole*. Perhaps the most frequent question asked about parole is whether it is successful. The customary answer is, that approximately three out of every four men admitted to parole "make good," by which is meant that they pass through their parole period, generally a year, and are discharged without again being apprehended for crime. At the end of the set period, generally a year, they are discharged from parole.

This is no adequate indication of the ultimate success of the administration of the indeterminate sentence and of parole. This method of computing success or failure ignores the history of persons after such persons have passed beyond the parole period.

What is needed, and what has never yet been produced for public study, is an analysis of, say, five years of the careers of a sufficient number of persons from State prison admitted to parole, to give a fair cross-section picture of the careers of the population of a prison after the parole period. The Prison Association recommends most urgently that the State Superintendent of Prisons institute an analysis of, say, one thousand histories of inmates released from State prisons on parole at least five years before the time that the study is made. In the office of the State Superintendent of Prisons at Albany are identification cards of all inmates, past and present, of the New York State prisons. These cards contain, it is understood, subsequent records of prison sentences in this State, and to some extent in other States. It will be obvious that only by such a study can the public, or the prison officials themselves, know what the results are in the case of paroled men.

The Prison Association stands ready to co-operate in such a study to the extent of its financial ability. It offers to assist in the making of the study and in the dissemination of the facts obtained. So long as such a study is not made, the success or failure of the indeterminate sentence and of parole is largely a matter of opinion. In these days, when an increasing number of accusations are made that the indeterminate sentence and parole are failures, and that a much more repressive system, together with greatly lengthened sentences, should be adopted, it is necessary that a thorough and dispassionate study should be made of the results of the workings of the prison parole system employed in the state prisons with so-called first

offenders. And the suggested study is a fundamental part of such a study.

THE PRISON SURVEY

Returning to the further recommendations of the Prison Association in 1918, we find the recommendation that a *commission should be authorized by the Legislature to study the correctional needs of the State and its political divisions, and to present a plan for the centralization of the management of correctional institutions under a State Department of Correction.* This recommendation has, to the great advantage of the State, been followed out.

Early in 1919 Governor Alfred E. Smith appointed a Prison Survey Commission, to serve without pay, and to study the state prisons with a view to making constructive suggestions for the betterment of the administration of state prisons. The Prison Survey Commission was composed, at the time of the making of its 1920 report, of the following members:

ADOLPH LEWISOHN, Chairman.

HELEN HARTLEY JENKINS,	EPHRIAM KAUFMANN,
HERBERT S. CARPENTER,	ADELBERT MOOT,
ALEXANDER M. HADDEN,	JOHN J. MULHOLLAND.
JOHN S. KENNEDY,	

GEORGE W. ALGER, Counsel.

Under their auspices the study was carried out mainly by three persons: Mr. George W. Alger, Counsel for the Commission; Mr. Joseph D. Sears, Director of the Survey; and Dr. Arthur Dean, specialist in vocational education. The Survey itself is a monumental work of 406 pages, and includes the following chapters:

- I. The State — The Prison and The Prisoner.
- II. Plan and Scope of the Survey and Method of Approach.

- III. Prison Industries and Production.
- IV. Attitude of Organized Labor.
- V. The Use of Farm and other State Lands in Connection with State Prisons.
- VI. Maintenance and Upkeep.
- VII. Classification, Supervision, and Individual Treatment of Prisoners.
- VIII. Method of Distribution and Redistribution of Prisoner Population.
- IX. Wage and Other Incentives and Compensation for Industrial Injuries.
- X. Market for Prison-Made Goods.
- XI. Helping the Prisoner to Help Himself.
- XII. Vocational Training.
- XIII. Educational Work in Prison.
- XIV. Religious Instruction and Supervision.
- XV. Pardon and Parole.
- XVI. Administration of the Prison System.
- XVII. Purchase, Control, and Distribution of Supplies.
- XVIII. State Reformatories.
- XIX. Women's Prison.
- XX. Building and Plant Changes.
- XXI. Additional Financial Requirements Recommended to Carry into Effect the Recommendations of the Survey.

Mr. Lewisohn has given authority to the Prison Association to summarize the Recommendations of the Prison Survey Commission, and to print them in readily accessible form, which we gladly do in the following pages.

At the end of 1920, plans were being made by the members of the Commission to secure so far as possible recommended changes in the administration of the prisons, and to present a legislative programme to the Legislature of 1921. The Prison Survey Commission, like the Prison Association in recent years, has recommended the establishment of a State Department of Correction.

SUMMARY OF RECOMMENDATIONS OF THE PRISON SURVEY COMMISSION, 1920

RECOMMENDATIONS IN GENERAL

1. The prisoner must be given an opportunity to improve himself through his own effort.

2. He must be surrounded by an environment which will permit such self-improvement.

3. He must be afforded an incentive, day by day, which will graphically demonstrate to him the benefit of living in harmony with society.

4. He should receive medical, surgical, or mental aid sufficient to make him physically fit for competitive life on the outside.

5. Those of marked mental inferiority, and those with mental derangement, must be segregated from the mentally normal or nearly normal members of the prison population.

6. The mentally sick or inferior must receive hospital care, and the mentally normal or nearly normal the opportunity to earn wages and to progress mentally and vocationally.

WORK:

7. Work must be provided for all those able to work.

8. Prison shops must be equipped with up-to-date machinery, conducted under modern shop methods, operated under shop rules similar to those in practice in free shops, provided with adequate supervision and instruction in the manufacturing of a product identical in quality with that made in free shops outside.

9. In all work in and for the prison, opportunity must be given to learn a trade or vocation through which a man while in prison or after release may be a self-supporting individual.

INCENTIVES:

10. An incentive to learn and to produce must be provided, namely, a wage derived from moneys earned through productive occupations which may be used for the support of dependents, or remain as a fund for the prisoner starting anew on his release from prison.

11. Such wages to be paid eventually from the profits of productive work, and not from appropriations made for the purpose.

12. Each prisoner able to work must defray from the proceeds of his own earnings the expenses incurred by the State in maintaining him.

13. Inmate shop committees should be established, to participate in the management of the industries.

14. Time off of sentence should be recognized within the limits of the law for good conduct, honest effort for improvement, and work well done.

15. This means that a method of pardon and parole must be developed which will release a prisoner during the period between his minimum and maximum sentence, based upon his vocational, educational, and disciplinary progress in prison.

SECURING OF AVAILABLE MARKET:

16. The huge available market for prison-made goods in the State of New York should be fully developed.

EDUCATIONAL AND RELIGIOUS OPPORTUNITIES:

17. The prisoner should be afforded opportunities of vocational training if he is capable of learning and if he desires such training.

18. Educational facilities should be provided for those prisoners requiring elementary education and for foreigners unable to read and write English.

19. More advanced instruction should be provided for those who have already had preliminary training and who desire an opportunity for more advanced education.

20. More emphasis should be laid on religious instruction, on consolation, and on social welfare, through the establishment of a religious and social welfare board made up of representatives of the great religious bodies.

STATE ADMINISTRATION FOR A STATE POLICY:

21. An adequate method of state administration of the prison system should be established, to operate the prisons in such a manner as to provide for the classification of prisoners; the development of profitable industries, and consequent increased market for prison-made goods; the extension of out-of-door employments, including road-work, agriculture and brick-making; the establishment of vocational and educational work, and a more scientific parole system.

22. There should be better and more helpful treatment of women prisoners. They should be transferred to the women's reformatories, where a scientific system may be developed for women along the same line as the committee recommends for the male prisoners.

SMALL FINANCIAL OUTLAY:

23. The foregoing general changes can be made with a comparatively small outlay of funds, and with an eventual large saving in the expense of maintaining and operating the prison system.

RECOMMENDATIONS IN DETAIL:

24. In the proposed Receiving Station at Sing Sing prison, equipment for trade-testing and pre-vocational training for classification and assignment purposes, as well as equipment for industrial work, must be provided, to keep employed not only the prisoners who are held at the station for a short examination period but also for those held for longer observation periods.

25. Appropriations should be made for a staff, consisting of a chief of a Bureau of Medicine and Psychiatry who

should also be the director of the Receiving Station, one assistant director (psychiatrist), two psychologists, and one pathologist.

26. Additional funds will be needed to pay annual retainers to three physicians; one specializing in general medicine, one in surgery, and one in eye, ear, nose, and throat.

27. Two field workers, two male nurses, and a clerical force of at least two stenographers and one clerk must be provided.

28. Appropriations will be needed for laboratory and office supplies, incidental expenses for traveling, medicine, books, etc. Also for equipment of the Receiving Station and for the isolation wards at the several prisons, to be mentioned later.

29. There should be a Receiving Station for Women at the New York State Reformatory for Women at Bedford, similar in purpose to the proposed classification prison at Sing Sing, with which it should co-ordinate.

30. A resident staff of three should be provided at Bedford, consisting of one psychiatrist, one psychologist, and one physician. Also three consultants, each receiving an annual retainer. Also two field workers, a laboratory assistant, together with clerical assistance.

31. The laboratory and hospital adjacent to the New York State Reformatory for Women at Bedford should be acquired by the State.

DISTRIBUTION OF PRISONS:

32. All male prisoners should be examined at the Sing Sing Receiving Station.

33. Those found to be insane to be sent to the Danemora State Hospital.

34. Those found mentally defective, to the extent that they require institutional care, to be sent to Great Meadow

prison. This prison to be set aside for mental defective prisoners until a State policy is established for the care of mental defectives with criminal tendencies.

35. The buildings of the Eastern Reformatory at Napa-noch, now controlled by the Board of Reformatory Managers, to be restored to the Department of Prisons, and prisoners with constitutional psychopathic tendencies to be sent to this institution.

36. Prisoners found tubercular, and who develop tuberculosis, to be sent to the tuberculosis hospital attached to Clinton prison.

37. The normal or nearly normal prisoners to be assigned to the three great industrial and agricultural prisons, Sing Sing, Wingdale when completed, Auburn, Clinton.

38. Assignment of such prisoners to be made by the Superintendent of Prisons, based on recommendations of the Receiving Station.

39. Office of the Superintendent of Prisons to keep a constant record of the kinds of work available in each prison and the number of men needed to fill these jobs.

40. The prisoner, when arriving at the local prison, to be assigned by a local board, composed of the warden, director of industry, and the director of education, to the proper work.

FUTURE CHANGE OF JURISDICTION :

41. Dannemora State Hospital for the Insane to be eventually transferred to the Hospital Commission.

42. Great Meadow prison to be turned over eventually to a commission charged with the care of mental defectives.

TYPES OF MEDICAL MEN ON PRISON STAFF :

43. In place of the two general practitioners of medicine now authorized by law at each prison, the committee recommends the continuation of one general practitioner and

the appointment of one psychiatrist, the latter to be placed in charge of the psychiatric ward (not exceeding ten to fifteen beds) to be established at each prison not adjacent to a prison insane hospital.

LEGAL PROCEDURE AT PRISONS:

44. There should be a direct commitment for insanity and for mental defectiveness by a court of record as soon as it is discovered within the prison that such a condition exists, instead of waiting until the expiration of the prison sentence.

45. A justice of the supreme court should sit at the Receiving Station at Sing Sing, and at the Receiving Station at Bedford Hills, for the commitment of insane prisoners to hospitals for the insane, and for the commitment of mental defectives requiring institutional treatment to institutions for the defective delinquent.

46. A justice of the supreme court should sit at the insane hospitals and the hospitals for the mental defectives to hear writs of *habeas corpus*.

RECORD SYSTEM OF PRISONERS:

47. A careful record system should be developed, including the prisoner's mental, physical, educational, and vocational history while in the institution, and as much as can be obtained of his history before commitment; one copy to be filed in the office of the Superintendent of Prisons, and one to be kept at the prison in which he is an inmate.

MARKETS; INDUSTRIES; PRODUCTION:

48. From the capital fund, provision to be made for salary for chief of the Bureau of Industry, of not less than \$7,500 (\$15,000?).

49. Sales agent to be appointed in the Bureau of Finance, Supplies and Audit, with salary not less than \$7,500 (\$10,000).

50. An incentive for the men to work and develop habits of application to work and learn a trade, to be instituted as follows:

51. A wage to be paid to the prisoners according to their individual efforts, but limited by the productive efficiency of the shop.

52. Continuous and faithful work in a shop on the part of an inmate, assigned after his psychiatric, physical, and trade tests, should be necessary in order that he gain any reduction from his maximum sentence.

53. Appropriate salaries for an adequate managerial staff in each shop to be provided as recommended, such salaries to be paid from the income from sales in the prison shops.

54. Modern and adequate equipment to be purchased and installed.

55. Strict business rules relating to shop conditions and hours of work to be observed in the prisons.

56. School, baths, shaves, etc., to be attended to by the men in the industrial shops during other than the working hours of the day.

57. Shops to be illuminated properly, and adequate safety devices to be installed.

58. Vocational courses, supplemental to the shop work, to be instituted, as indicated in the full report of the committee.

59. A competent selling department to be organized for the Prison Department, under the bureau of purchase and finance, to secure the utilization of the largest possible market for the prison-made goods.

60. The production of the prison shops to be standardized and the variety of output decreased.

61. The bureau of purchase and finance to be consulted before any releases are issued to the purchasing institutions authorizing them to buy in the open market goods

listed as available from the present shops, and that a penalty be fixed by law to be attached to noncompliance on the part of the purchasing institutions with that part of the Prison Law requiring them to purchase prison-made goods.

WAGES:

62. Prices paid to free workers on piece-work to be taken as the standard to be paid piece-workers in prison. Each prison worker to receive the normal pay per piece for work done.

63. Day workers, working on a flat sum per day, to receive a portion of the wages to free workers on similar occupations, the amount of such pay to depend on the ratio of productivity of the prison shop as compared with the production of an average free shop on the outside.

64. The gross wage to be determined by a wage adjustment board, composed in each industry of a representative manufacturer, a representative artisan, and a representative of the bureau of finance, supplies, and audit of the Prison Department.

DEDUCTIONS:

65. From the prisoner's wage to be deducted the several costs to the State for guarding, food, administration, etc. (amounting at present writing [1920] to a per capita of 89 cents per day). In addition, each prisoner to pay toward the service performed by prisoners on maintenance (at present writing [1920] about 31 cents per day).

WEEKLY WAGES:

66. This wage system to be placed in operation and continued for a period of three months before wages are paid. At the end of this period the prisoner to receive the wages based upon the value of the output during this time.

67. Adjustment of wages to be made every six months thereafter, or oftener if recommended by the wage board.

EXPENDITURE OF WAGE:

68. On the establishment of the wage system, all moneys from outside the prison to be excluded from those able to work. If the prisoner has dependents on the outside, a certain proportion of his earnings to be sent to those dependents. If he has no dependents, the money should be placed to his credit for withdrawal on his release.

GUARANTEE TO PRISONERS UNAVOIDABLY IDLE:

69. If the prisoner is idle through no fault of his own, he is to be credited with \$1.40 per working day, or such sum as may be fixed or charged against the working inmate, to meet maintenance and other charges incurred in his behalf.

70. A certificate to be issued in the case of a prisoner unavoidably idle, with the reasons for such idleness, signed by the foreman in charge of the work to which he is assigned, countersigned by the local director of industries, agriculture, and public work, and forwarded, with the approval or disapproval of the warden, to the office of the Superintendent of Prisons for check and for entry as a charge against the profits of the prison industries.

THE LEAGUE IN THE SHOP:

71. Shop committees, to be composed of prisoners, to be established, to work in conjunction with the prison officials; to co-operate with the officials in increasing the efficiency of the shops, the bettering of working conditions, and in the adjustment of wage differences.

COMPENSATION FOR INDUSTRIAL INJURIES:

72. The provisions of the Workmen's Compensation Law, for injuries, to be extended to the prisoner.

73. The State Industrial Commission to draw up a schedule, based on wages paid to prisoners (on the adoption of the plan); and from the profits of the industries there is to be paid to the State Insurance Fund a sum to insure the inmate on the same basis as an employee on free labor conditions.

74. Pending the adoption of the wage scale, provision to be made for the filing of claims with the Court of Claims, prior to the time when the prisoner is released, for any industrial injury that the prisoner may so sustain during his incarceration.

DEPUTY WARDEN IN CHARGE:

75. The deputy warden of the prison to be held responsible for the maintenance, repairs, and the farm of the prison.

76. Civilians to be employed to have general charge of the various skilled maintenance, upkeep, and farming occupations. No inmate to be assigned to act as head of any department.

SMALLER PROPORTION OF MEN ASSIGNED TO MAINTENANCE:

77. The present abnormally large number of prisoners assigned to maintenance (in one of the prisons 50 per cent) to be reduced. All new construction work and repair work in existing prisons to be done so far as possible with prison labor, under the supervision of the maintenance foreman.

AGRICULTURE IN EVERY PRISON:

78. Auburn, Clinton, and Wingdale to be agricultural and industrial prisons. Each of the prisons to have a farm manager, under the direction of the deputy warden.

ROAD MAKING:

79. The Prison Department to receive financial credit for the work done by prisoners on the road; the prisoners to be paid wages from a road fund.

VOCATIONAL EDUCATION:

80. Every opportunity to be afforded the prisoner outside of his working hours for improving himself in the technical and related aspects of the trade at which he is working in the prison shops, or in the maintenance work. Furthermore, the prisoner to be given opportunity outside of his working hours to learn a trade which is not incorporated in the scheme of the prison industries or which is not one of the trades under maintenance occupations.

81. Prisoners assigned to the shop industries should gain vocational experience and training through their productive work.

EDUCATIONAL WORK:

82. There should be organized in the State Department of Prisons, a Bureau of Education, with a chief at its head who will have charge of laying out the educational policy of the various prisons and the development of libraries, recreation, and physical training. The position of chief of this service to correspond to that of a chief of division in the State Education Department.

83. Each of the prisons should have a director of a Division of Education, with two civilian assistants. Duties:—Teaching of English to foreigners; civics and citizenship; commercial work. Inmate assistants to be used. Related technical studies and evening technical work to be under this division.

84. The director of the division to develop in conjunction with the chaplains a programme of recreational and social welfare which will maintain or raise the morale of the prisoners.

RELIGIOUS AND SOCIAL WELFARE:

85. The religious aspects of prison life to be in charge of a Board of Religion and Social Welfare, made up of three chaplains, each representing one of the three

religious faiths which dominate in the religious professions of the inmates.

86. The State should furnish the equipment necessary for proper religious instruction and consolation. At least one chapel should be built in each prison, and the religious exercises and devotions be removed from halls or assembly places where movies and boxing matches are now given.

87. There should be a State Board of Chaplains, appointed by the Governor or the Superintendent of Prisons, to consist of representatives of the Roman Catholic, Protestant, and Jewish faiths. This board to visit each prison of the State at least every six months for the purpose of inspection of religious work and the giving of counsel and advice to the chaplains.

PARDON AND PAROLE:

88. Applications for pardon to be made through the same board that handles parole cases.

89. The pardon and parole of prisoners should be conducted by a board of three members, serving full time, and receiving annual salaries of not less than \$5,000 each.

90. The Superintendent of Prisons should be relieved of the duty of membership on the Parole Board.

91. There should be a secretary of the Parole Board, at a salary of approximately \$4,000 a year.

92. One or more hearing stenographers should be authorized for the board.

93. There should be three or more additional parole officers to oversee the employment of men paroled or about to be paroled.

94. The remaining parole officers should keep thoroughly in touch with those societies and agencies that have undertaken to secure employment or look after paroled prisoners, so as to be able to advise the Parole Board as to the extent to which these self-imposed duties are performed.

95. The assistance of probation officers should be secured when possible for the oversight of prisoners placed on parole.

96. The Board of Pardon and Parole should base its discussions for granting or refusing parole upon definite and supporting data.

97. Responsibility for bringing together necessary data relative to prisoners considered for parole should rest with the Parole Board.

98. A credit and marking system should be developed for the prisons.

PARDONS:

99. The application for pardons shall be through the Board of Pardon and Parole, the board acting upon such application and reporting to the Governor with the recommendation of the board.

100. The board should have the power of issuing subpoenas, and having if necessary public hearings.

ADMINISTRATION OF PRISON SYSTEM:

101. The State reformatories for males and females should be incorporated in a proposed State Department of Correction.

102. A State Department of Correction is recommended, planned on a functional basis, with five separate administrative Bureaus in the head offices of the Department, with corresponding divisions in each of the penal institutions. Each bureau to have charge of a definite function.

103. The State Prison Commission to continue its present duties of inspection and report, but its present responsibility for the development of systems for the employment of prisoners to be transferred to the Superintendent of Prisons.

104. The power now held by the Prison Commission, requiring officials of the State and the political divisions

thereof to furnish annual estimates of the kind and quantity of articles required by them that may be produced in prison industries, to be transferred to the proposed new Board of Standardization to replace the present Board of Classification.

105. A Board of Pardon and Parole is recommended, with powers already proposed under sections relating to pardons and parole.

106. The name of the Board of Classification to be changed to the Board of Standardization, to consist of four members, who shall be a representative of the State Comptroller's office, a representative of the Prison Department, a representative of the State Board of Charities, and a representative of the State Hospital Commission.

107. The functions of this board to be (a) to secure uniform styles, patterns, designs, and qualities of all articles required from year to year by the public institutions of the State or the political divisions thereof; (b) prepare exact specifications under these standards, the use of which shall be made obligatory by the annual state budget upon all departments, commissions, bureaus, and boards of the state government; (c) determine the kind and quality of products that shall be turned out by the prison industries of the State; (d) develop conditions and rules under which releases shall be granted as provided by the law compelling the public institutions of the State or the political divisions thereof to purchase the products of prison industries.

108. The Deputy Superintendent of Prisons to act not only as assistant to the Superintendent and carry on the functions of the latter during his absence or his disability, but also to be in charge of the executive office and in direct control of the Bureau of Records and Personnel.

109. The Bureau of Records and Personnel to be located in the office of the Superintendent of Prisons. To be

responsible for (a) the proper keeping of all Bertillon records of the Department; (b) the keeping of all central records from the receiving station regarding the classification of prisoners, and all central records covering recommendation of the Bureau of Pardon and Parole; (c) the keeping of records respecting the physical transfer of prisoners from one institution to another, and the central records of the assignment to work of prison population made upon the recommendation of the Bureau of Medicine and Psychiatry; (d) the keeping of records regarding employment of guards and other civilian employees; (e) the preparation of rules and regulations for the guidance of prison officers and prisoners, and with the advice of the Bureau of Medicine and Psychiatry, to prepare a code and regulations for the administration of discipline.

110. The Bureau of Finance, Supplies, and Audit to be located in the office of the Superintendent of Prisons at Albany, to be administered under the direction of a chief who shall be responsible for the proper conduct of the activities of purchase, storekeeping, sales, and auditing, and to have general control over the purchasing agent, the department storekeeper, the sales agent, and the auditor. The bureau to be charged with (a) purchase of all supplies, equipment, and materials required for the maintenance of its offices and all institutions under its control, and for the conduct of all industries in connection with these institutions, as well as the keeping of current purchase records; (b) receipt, inspection, storage and distribution of all supplies, equipment, and materials purchased for the Department to be used or consumed in any of its offices in the maintenance and upkeep of all institutions under its control, and also for use in the industries conducted in connection with these institutions, as well as the keeping of current records of distribution in both the

head office and the institutions; (c) the sales of the products of all prison industries and the keeping of current sales records; (d) the audit of all bills, the receipt of all moneys from the sales of products of prison industries or other sources, the maintenance at the head office, and where necessary in the different institutions, of all financial accounts and records, including complete cost accounts for all activities of the Department.

111. The Bureau of Industry to be located in the offices of the Department at Albany, to be administered under the direction of a chief, recommended to be appointed, who shall be responsible to the Superintendent for the proper conduct of all productive industries in or that may be established in or in connection with any of the penal institutions. The bureau to be charged with (a) the conduct of all industrial workshops in the institutions; (b) the conduct of all agricultural activities on farms connected with the institutions; (c) the supervision of all road work, reforestation, or other public works done by the inmates of any of the institutions; (c) the responsibility for preparing work plans, estimates of production, the forces necessary in the various industries to make such plans successfully operative; (d) the responsibility for determining, in collaboration with the sales agent, how production can be planned so that all orders may be filled without delay; (e) responsibility for the quality of all articles produced by any industry; (f) responsibility, in co-operation with the Bureau of Education, for the practical instruction of prisoners in industrial, agricultural, and other kinds of work.

112. The Bureau of Medicine and Psychiatry to be located at the Receiving Station in Sing Sing prison, to be administered under the direction of a chief who shall be responsible to the superintendent that all incoming prisoners are classified as to their mental and physical condi-

tions before being transferred to any institution. The bureau to be charged with (a) the operation of a receiving station for incoming prisoners; (b) the classification of all prisoners into those who are insane and should be committed to the State Hospital for the Insane, those who mentally and physically require institutional care, and those who are mentally and physically able to work; (c) responsibility for recommending the type of work (skilled craft, skilled machine work, automatic work, unskilled machine work, manual labor, etc.) which all able-bodied and mentally capable prisoners are able and best fitted to perform; (d) responsibility for recommending the reassignment of prisoners to work better adapted to their mental and vocational capacity through the Divisions of Medicine and Psychiatry in each institution, upon request of the chief of the Bureau of Industry through the Divisions of Industry in the various institutions; (e) responsibility for seeing that proper sanitary and other conditions affecting the health of the prisoner population exist in all institutions; (f) responsibility for the care of prisoners requiring hospital attention and care in all institutions; (g) responsibility for the condition of all prison hospitals.

113. The Bureau of Education to be located at the Receiving Station in Sing Sing prison, and to be administered under the direction of a chief who shall be responsible to the Superintendent for teaching illiterate prisoners the rudiments of education, and instructing literate prisoners in the kind of vocational training that will afford them the best opportunity of making good after they leave the prison. The bureau shall be charged with (a) responsibility for the control and supervision of all educational training and methods in every prison institution; (b) responsibility for the care and supervision of all libraries and all physical training; (c) co-operative responsibility

with the Superintendent of Industries for suitable expressions of vocational training in shops through productive work.

WAGE ADJUSTMENT BOARDS:

114. The purpose is to recommend the rate of wages to be paid prisoner workmen employed in the various industries, taking into consideration the quantity and quality of production and the rate of wages paid for similar work in industries outside the prison in adjacent localities. One of these wage boards to function for each kind of industry conducted in prison institutions, composed of a labor union representative, and a manufacturer in the line of industry concerned, both of whom shall act voluntarily, and a representative of the Department of Finance, Supplies, and Audit of the Prison Department.

115. The State Industrial Commission to have power to inspect all prison workshops, reporting their findings to the Superintendent of Prisons. The Superintendent of Prisons to be required to make the change and improvements found necessary by the State Industrial Commission for the safety and health of the prisoner, for the placing of machinery in condition, and the installation of safety devices, to be paid from the profits of the prison industries.

THE INSTITUTIONS ADMINISTERED BY THE DEPARTMENT OF PRISONS AND THE DIVISIONS THAT CONSTITUTE THE FUNCTIONAL ORGANIZATION OF THE INSTITUTIONS.

116. Corresponding divisions in each prison under the five similar separate bureaus in the head office of the Department.

117. The warden in each prison to be the representative of the Superintendent of Prisons, and to be responsible for the management and control of the institution.

118. The directors of all divisions of the prison to discharge the functions assigned to them by the chief of the corresponding bureaus in the home office, subject to the general approval of the warden as to policy, in the same manner as the chiefs of bureaus in the home office discharge their functions subject to similar approval of the Superintendent of Prisons.

119. The deputy warden to act as director of the Division of Maintenance in addition to his other duties. To exercise control over the institutional storekeeper, and to be responsible for the proper requisitioning of all supplies, materials, and equipment required for the institution and for the industries conducted in connection therewith. To be responsible also for the administration of the commissary, kitchens, and dining-rooms, for the upkeep and care of buildings, prison plant, and grounds.

120. Division of Records and Personnel to be responsible for the taking of all Bertillon measurements, and to obtain records regarding prisoners, including the official history of the prisoner obtained by the captain of the prison guard. This division also to keep records of the civilian personnel employed in the prisons.

121. The Division of Maintenance to report through the warden and Superintendent of Prisons to the chief of Bureau of Finance, Supplies, and Audit in the home office. The director of the division shall be the deputy warden. The division to be charged with the (a) requisition, receipt, storage, and distribution of all supplies, materials, and equipment required in the institutions and the productive industries in connection therewith, and the maintenance of the records required therefor; (b) administration of the commissary, including kitchens, dining-rooms, bakery, etc.; (c) administration of the general housekeeping, laundry, and cleaning; (d) repairs and general upkeep of the prison buildings and grounds, including the

power house and buildings, or parts of buildings used as workshops.

122. The Division of Industry to administer all productive industries operated in or in connection with the institutions, under instructions from the chief of the Bureau of Industries in the home office received through the Superintendent and the warden and agent. In practically every institution these industries would include workshops, farms, and employment of prisoners upon public works. The division to be charged with (a) the conduct of all industrial work in shops of the institution, and the maintenance of records of the production and cost thereof; (b) the conduct of all agricultural activities and farms connected with the institution, and maintenance of the records of production and the cost thereof; (c) the supervision of all work done by the prisoner population on roads and other public works, and maintenance of records produced by each industry; (d) responsibility for the quantity and quality of all articles produced by each industry; (e) responsibility, in co-operation with the Division of Education, for the practical instruction of prisoners in industrial, agricultural, and other kinds of work carried on in the institution.

123. Division of Medicine and Sanitation, to observe the fitness of prisoners for the work assigned to them in the institution, and to recommend reclassification when necessary. To act under instructions from the chief of the Bureau of Medicine and Psychiatry at the Receiving Station at Sing Sing prison, transmitted through the Superintendent and the warden and agent of the institution. In addition, the division to be charged with the following functions: (a) the conduct of the prison hospital and the care and treatment of the sick; (b) responsibility for the sanitary condition of the prison and the workshops conducted therein (the wage boards and the State Industrial

Commission will advise the division on shop sanitation); (c) examination and treatment of prisoners suffering from mental diseases or disturbances.

124. The Division of Education to administer the system of education in prisons. It will act under instructions from the Bureau of Education at Sing Sing prison. It will be responsible for the physical training of all prisoners, and will work in the closest co-operation with the Division of Industry in such vocational training as is given directly through production. The division will have charge of all classroom vocational work and all vocational training which is outside of production.

125. Maintenance of discipline. Because the deputy warden must act as chief of the Division of Maintenance, that assignment will make it impossible for him to continue to perform the present duties of principal keeper; therefore, the force of guards and keepers should be organized on the lines of a military company, and the present title of principal keeper should be changed to captain of the guard, the second in command to have the title of lieutenant, and so on down the line of authority. The duty of the captain of the guard to be to submit each day to the warden a schedule of guard assignments, with the names of the officers in charge, the men composing the detail, and the nature of the assignment.

126. The chaplains to be relieved of the duty of making the official history of the prisoners and this work to be transferred to the captain of the guard and the data to be filed in the Division of Records and Personnel.

127. The chaplains in each prison to be organized into a Board of Chaplains, not only to administer to those of their own faith, but in addition to develop a system for supervising the general religious and social welfare activities in the prison.

SYSTEM FOR THE PURCHASE, CONTROL, AND DISTRIBUTION OF SUPPLIES, MATERIALS, AND EQUIPMENT FOR THE MAINTENANCE OF STATE PRISON INSTITUTIONS, AND FOR THE CONDUCT OF THE PRODUCTIVE INDUSTRIES CONNECTED THEREWITH.

128. A stores system to be established, based upon the perpetual inventory method of anticipating requirements and controlling receipts, issues, and stock in hand before June 30, 1920, in each institutional storehouse, to take care of all requirements.

129. A departmental storekeeper, to be appointed in the office of the Superintendent of Prisons, who shall have control of the stores system, and who shall prepare monthly combined requisitions for purchase of the requirements of the prison institutions.

130. All orders for the purchase of supplies, materials, and equipment required for the maintenance of the institutions and the conduct of prison industries to be placed by a departmental purchasing agent located in the office of the Superintendent of Prisons.

131. The system in use in the United States Army to be adopted, regarding a per capita sum, or ration, allowance for the feeding of prisoners. The Superintendent of Prisons, on the advice of the chief of the Bureau of Finance, Supplies, and Audit, will announce each month the amount of money which will be allowed per capita for feeding prisoners in prison. He will also announce the amount to be expended in feeding prisoners on work away from the prison, where the Prison Department is doing the feeding. Any amount which the steward in the individual prison may save on this allowance to be expended by him on extra articles, to be served with the prison mess.

132. A Cooks' and Bakers' School to be established at Sing Sing prison, and graduates of this school to be assigned to the different prisons.

133. A cafeteria form of serving to be adopted, the prisoners to be served while going by a counter, taking their own food to their places or tables to be installed, and the food to be served in platters and covered dishes.

WOMEN'S PRISON :

134. The Women's Prison at Auburn to be abandoned, and legislation to be secured authorizing the commitment of all women felons to the two reformatory institutions at Albion and Bedford.

135. In this connection, the necessary redistricting of the territory from which commitments are made to Albion and Bedford, assigning to the latter the first and second districts, together with the county of Westchester; the balance of the State to be assigned to Albion.

136. All women convicted in the State, who under the present law are sent to Auburn, and all those sent to either Bedford or Albion, to the first sent to the Bedford Receiving Station for mental and physical classification.

137. The State to acquire the property adjoining the Bedford Reformatory known as the Laboratory of Social Hygiene, as an additional part of the Bedford institution, for the establishment of a receiving station for women, which will examine and classify such women in the same manner as is proposed for the men.

138. There should be set aside that part of the property known as the Lyon farm, with its four cottages, for the beginning of the organization of a colony for feeble-minded women committed to the reformatories.

139. The present state property at Valatie, formerly used for the treatment of inebriate women, should be incorporated into the plan of a colony for feeble-minded women, as a branch of the main colony at Bedford.

140. The jurisdiction of the Board of Managers of the State Reformatory for Women to be extended to the pro-

posed colony of mentally defective delinquent women at Bedford and the branch colony at Valatie.

141. The vocational work in prisons for women to be redirected into channels which will function with the vocational careers of discharged inmates.

142. A beginning should be made as soon as possible in the manufacturing trades, and this manufacturing unit should be joined to the general system.

143. Each of the women's reformatories should have a well paid teacher for ordinary English branches, an assistant for teaching adult illiterates, and one for commercial branches.

143. There should be opportunity for night school for the younger women with leanings toward literature, history, science, etc., and evenings, under the cottage plan of living, may profitably be spent in reading and studying.

144. Gymnasium and outdoor exercises should be given women inmates from the recreative and physical training angle. There should be productive physical exercise through work with the soil and with animals.

BUILDING AND PLANT CHANGES:

145. At the Wingdale prison, when completed, emphasis should be laid on agriculture, brick making, stone crushing, and marble quarrying.

146. An enclosure should be built around the prison buildings at Great Meadow, to retain in safety the mental defectives to be segregated at this prison.

147. The State should continue the policy of building economic cottage units for the officers of Great Meadow prison, for the reason that it is practically impossible for employees to obtain suitable living quarters in the small village of Comstock..

148. At Auburn prison the partitions between cells should be knocked out, and two cells should be made into

one. Sanitary plumbing should be installed and the inadequate bucket system discontinued. Additional showers should be established.

149. At Auburn prison there should be developed a farm branch of the prison outside the city limits. The present policy of leasing buildings and land for farm purposes should be discontinued, as the State is not likely to, nor should it, improve property that does not belong to it.

150. At Auburn there should be a central power plant. Business offices should be consolidated, and the space occupied by the warden and his family should be used for administrative purposes. A warden's house should be built on the site of the stable now in the front yard. There should be provided both gymnasium equipment and recreation facilities.

151. At Clinton prison the present brick cells should be replaced by cells of reinforced concrete, with proper plumbing arrangements. A new sewerage disposal plant should be constructed to provide for the waste from Clinton Prison and Dannemora State Hospital. There should be a more adequate water supply. There should be a central power plant which will heat through exhaust steam the two institutions mentioned. Farm land should be purchased for the raising of potatoes and table vegetables.

152. A wing should be completed in the near future, to give the Dannemora State Hospital sufficient space to care for all tubercular patients in the prison population. Additional provisions should be made to eliminate present conditions of over-crowding at the State hospital.

153. At Bedford Reformatory a detailed study should be made of means for reducing overhead expenses, by adjoining some of the cottages as well as reorganizing some administrative features.

154. At Elmira Reformatory the cell blocks should be renovated and rendered up-to-date. There should be a new

refrigerator plant. Sufficient appropriations should be made by the State to keep up the system of trade schools and to replace obsolete and worn out machinery and equipment.

ADDITIONAL REQUIREMENTS:

155. The putting into operation of the plan outlined in this report will involve the immediate additional outlay from the annual budget of \$89,530; a special budgetary appropriation of \$3,500; annually from the capital fund \$37,344 for wages; for new equipment \$245,919, either from the capital fund or by special appropriation to be paid from the capital fund.

156. Moneys in the capital fund, and moneys hereafter earned by the prison industries, and moneys appropriated for the immediate establishment of new prison industries, should be retained in the capital fund, to be used for new industries, the extension and improvement of industries, and for the payment of a wage to the prisoners. Under no circumstances should the moneys paid into the capital fund from moneys received from industries be returned to the State Treasurer, except in the case of the money advanced by the Legislature for the immediate establishment of new industries.

157. The following repairs to prison buildings should be made:

Great Meadow Prison: building riot-proof fence or some kind of enclosure; general repairs.

Auburn Prison: Throwing two cells into one; installing plumbing in cells; erection of a central power house; rearrangement of kitchens and dining-rooms; general renovations.

Clinton Prison: Enlarging cells; installing plumbing in cells; finishing prison wall; installation of adequate water supply; building of coal pockets; erection of power plant.

158. Appropriations recommended from the annual State Budget:

Salaries and expenses of the Receiving Station at Sing Sing prison.....	\$31,800
Salaries of teaching staff of the Bureau of Education in excess of those now provided for.....	23,700
Increase in salaries of members of the Board of Pardon and Parole.....	19,280
Increase in salaries of religious instructors...	6,550
Supplies and expenses of the Receiving Station at Sing Sing prison.....	8,200
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	\$89,530

Permanent equipment for Training School (appropriated once), \$3,500.

Appropriations recommended from the Prison Capital Fund:

Increase in salaries of prison shop foremen.....	\$37,344
Purchase of new, and repairs to existing, machinery and equipment in prison work-shops.....	245,919
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	283,263
	<hr/>
	\$372,793

159. Personnel recommended for the Bureau of Medicine and Psychiatry at Sing Sing prison:

Chief of the bureau and director of the Receiving Station.....	\$7,500
One assistant (a psychiatrist).....	4,000
Two psychologists at \$2,500 each.....	5,000
One pathologist.....	1,500

Specialists, to be called when necessary, with an annual retainer of —

One assistant in general medicine	\$1,200	
One assistant in surgery.....	1,200	
One assistant in eye, ear, nose, throat.....	1,200	
		<hr/>
		\$3,600
Two field workers at \$2,000 each.....		4,000
Two male nurses, with maintenance, at \$1,200 each		2,400
Clerical personnel:		
Two stenographers at \$1,300 each.....		2,600
One clerk		1,200
Laboratory supplies		1,200
Office supplies and printing.....		2,000
Traveling expenses		3,000
Miscellaneous: medicine, books, etc.....		2,000
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		\$40,000

160. Personnel recommended for Bureau of Education :

Director of Bureau.....	\$5,000
Three head teachers: 1 at Auburn, 1 at Sing Sing, 1 at Clinton, who are qualified to instruct in vocational training, at \$2,750 each	8,250
Three assistant teachers: 1 at Auburn, 1 at Sing Sing, 1 at Clinton, who are qualified to instruct in commercial subjects, at \$2,100 each	6,300
Three assistant teachers: 1 at Auburn, 1 at Sing Sing, 1 at Clinton, who are qualified to teach English to foreigners, at \$1,800 each.....	5,400
One head teacher, qualified to instruct de- fectives at Great Meadow prison.....	2,750
Special night instruction by three foremen, at Sing Sing, Auburn, Clinton. at \$1,000 each..	3,000
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	\$30,700

In addition, nearly \$3,000 will be needed for equipping, testing, and preliminary training station at the Receiving Station.

Provision should also be made for the payment of inmate teachers.

161. Appropriations recommended for Board of Pardon and Parole:

Three members of the Parole Board at \$5,000 each	\$15,000
One secretary to the Parole Board	4,000
One hearing stenographer	1,800
Five parole officers at \$2,000 each	10,000
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	\$30,800

162. Added compensation for religious instruction and supervision:

Chaplain in each prison to receive \$3,000 a year.

The first visiting chaplain \$1,500, and the second visiting chaplain, \$1,000. Total additional appropriation necessary \$8,000

163. Following sums recommended for repairing existing machinery and in adding extra machinery:

Equipment for Sing Sing:

Knitting shop	\$5,500
Shoe shop	None
Brush shop	1,600
Printing shop	20,000
	<hr/>
	\$27,100

Equipment for Auburn Prison:

Foundry shop	\$21,000
Wood-working shop	10,000
Bed machine shop	25,000
Woolen mill	34,500
	<hr/>
	90,500

Equipment for Clinton Prison:

Clothing shop	\$4,871	
Cotton mill	3,948	
Sheet metal shop	30,000	
		<hr/>
		\$38,819

New Industries:

Canvas making shop.....	\$84,000	
Soap making	5,000	
Willow furniture	500	
		<hr/>
		89,500
		<hr/>
		\$245,919
		<hr/> <hr/>

164. Adequate salaries for foremen:**Sing Sing Prison:****Printing Shop:**

	<i>Present</i>	<i>Proposed</i>
Present foreman is an inmate who receives no extra compensation.		
	1 foreman	\$3,000

Knitting Shop:

1 foreman	\$2,400	1 superintendent ..	\$3,000
1 assistant fore- man	1,600	2 assistant super- intendents at \$2,600 each ...	5,200
	<hr/>		<hr/>
	\$4,000		\$8,200

Shoe Shop:

1 foreman	\$1,800	1 foreman	\$3,000
1 sub-foreman	1,600	2 sub-foremen at \$2,200 each ...	4,400
	<hr/>		<hr/>
	\$3,400		\$7,400

<i>Present</i>		<i>Proposed</i>	
<i>Brush Shop:</i>			
1 foreman	\$1,900	1 foreman	\$2,500
<i>Clinton Prison:</i>			
<i>Clothing Shop:</i>			
1 foreman	\$1,600	1 superintendent ..	\$3,000
		1 sub-foreman	2,600
			<hr/>
			\$5,600
<i>Sheet Metal Shop:</i>			
1 foreman	\$1,600	1 foreman	\$3,000
<i>Cotton Mill:</i>			
1 foreman	\$1,740	1 superintendent ..	\$4,000
1 assistant fore-		2 foremen at \$35	
man	1,600	a week	3,640
1 assistant fore-		1 foreman at \$42 a	
man	1,200	week	2,184
1 guard dyer	1,700		
	<hr/>		<hr/>
	\$6,240		\$9,824
<i>Auburn Prison:</i>			
<i>Foundry Shop:</i>			
Under direction of		1 superintendent ..	\$3,500
foreman of wood-		2 assistant super-	
working shop.		intendents at	
		\$50 a week....	5,200
			<hr/>
			\$8,700
<i>Wood-working Shop:</i>			
1 foreman	\$2,000	1 superintendent ..	\$4,000
1 sub-foreman	1,600	3 foremen at \$2,600	
4 sub-foremen at		each	7,800
\$1,300 each ...	5,200		
	<hr/>		<hr/>
	\$8,800		\$11,800

<i>Present</i>		<i>Proposed</i>	
<i>Bed Shop:</i>			
1 foreman	\$1,300	1 foreman	\$3,000
<i>Woolen Mill:</i>			
1 foreman	\$2,000	1 superintendent ..	\$3,000
5 sub-foremen at		3 assistant fore-	
\$1,300 each ...	6,500	men at \$40 a	
		week	6,240
		1 assistant fore-	
		man at \$35 a	
		week	1,820
	<hr/>		<hr/>
	\$8,500		\$11,060
 Great Meadow Prison:			
<i>Mat Shop:</i>			
1 foreman	\$1,400	1 superintendent ..	\$2,000
	<hr/>		<hr/>
Total	\$38,740	Total	\$76,084
	<hr/>		<hr/>

A STATE DEPARTMENT OF CORRECTION

The Prison Association repeats its recommendations of 1918, that *there must be brought about a redistribution of the correctional institutions in this State according to functions*. At present the State prisons receive felons from the ages of sixteen upward. The State reformatories for males receive felons between the ages of sixteen and thirty. The State reformatories for women (Albion and Bedford) receive women felons and misdemeanants between the ages of fifteen and thirty. Two State reform schools (Industry and Hudson) receive children under the age of sixteen. The House of Refuge in New York City, supported by state funds, but with self-perpetuating private management,

receives boys up to the age of eighteen. Private institutions receive female misdemeanants (House of the Good Shepherd, Inwood House, etc.) and children (Catholic Protectory, Jewish Protectory, Juvenile Asylum, etc.).

Each county has its county jail, for the detention of prisoners awaiting trial and for the imprisonment of misdemeanants. Five counties have penitentiaries, receiving misdemeanants and felons with sentences of a year or less. The City of New York has its own group of correctional institutions, receiving misdemeanants (workhouse, penitentiary, reformatory).

The above institutions are not under one central jurisdiction, but have evolved at different times and are under varied and uncoordinated jurisdictions. The State prisons (Auburn, Sing Sing, Clinton, Great Meadow, Women's Prison), the two hospitals for the criminal insane (Matteawan, Dannemora), are under the direction of the State Superintendent of Prisons, appointed by the Governor.

The State reformatories for males and for females, and the two State reform schools, are under separate boards of managers, appointed by the Governor. The private institutions are under boards of managers, privately appointed. The county institutions are under the sheriffs of the respective counties. The institutions of the Department of Correction of New York City are under the Commissioner of Correction, appointed by the Mayor.

Hence there are five different bodies exercising jurisdiction over correctional institutions: Superintendent of prisons, boards of managers of State institutions, boards of managers of private institutions, sheriffs, and the commissioner of correction in New York City. The impossibility of a systematic, coordinated programme of administration is obvious.

The State has sought to achieve some degree of unity of purpose by providing supervisory bodies to inspect, investi-

gate, and recommend methods and betterments. The State Board of Charities thus supervises the conduct of the State reformatories for women and the children's reformatories. The State Commission of Prisons supervises similarly all correctional institutions in which sane adult males are confined (State prisons, reformatories, jails, penitentiaries, institutions of the Department of Correction). The Prison Association of the State, a private organization with public power of inspection, inspects all prisons of the State. The State Charities Aid Association inspects similarly the institutions supervised by the State Board of charities.

This has resulted in the development of complex problems within the several institutions. The populations have been found increasingly to be heterogeneous. The recent emphasis upon the presence of feeble-minded inmates who have proved a detriment to the conduct of the institution, has called spectacular attention to the necessity of further specialization of correctional institutions, by the addition, to the stated equipment, of custodial institutions for the defective delinquent.

But the removal of the segregable feeble-minded to a separate institution would be but one step in the necessary redistribution of our correctional population. The present methods of legal distribution are traditional, in part antiquated, and often illogical. Persons are sentenced to institutions according to the seriousness of the crime committed, or according to the age of the offender. The same person may at different times be sentenced to a variety of institutions, running the gamut from workhouse to state prison and back again. Such a method of specialization does not specialize.

There are found, for instance, in each institution the tuberculous, the venereally diseased, the feeble-minded, the so-called incorrigibles, the psychotics, the so-called first offenders, and other groups. Each institution either tries

or does not try to treat these several classes. In the county jails little or nothing is done for the above classes. In the reformatories and prisons considerable effort is made to treat certain of the above problems.

The policies and the sagacity of the administrative boards of the several institutions vary widely. Politics causes frequent changes in the public boards. Lack of previous experience or training in correctional problems characterizes a very large number of the appointees both the public and private boards. The terms of office of the many managers, superintendents, wardens, superintendent of prisons, commissioner of correction in New York City, etc., are of various lengths. The State Superintendent of Prisons, for instance, serves a term of six years. The Commissioner in New York City has a four-year term. Members of boards of managers serve for seven years. Superintendents of reformatory institutions serve during efficiency and good behavior. The terms of the wardens of the State prisons have a strong tendency to be coterminous with that of the Superintendent of State Prisons, with considerable likelihood of their change with the entrance of a different political party into power. In other respects there is a variety of control. Wardens of the State prisons are not under civil service, while the superintendents of reformatories are. Boards of managers are not salaried, while the superintendents of the same institutions are salaried officials.

Is it necessary to indicate further the confusion of institutions and of authority within the State of New York? Is not the inference plain that a greater co-ordination of both principles and methods of treatment should be effected? At the present time, when efficiency in the most momentous interests of life is demanded of nations, and when decentralized undertakings have proved so often wasteful or cumbrous, is it not suggested by an outline like

the above that the time is come for a reorganization of the correctional system — or rather, the lack of system — in the State of New York?

Moreover, the character of the prison population is changing materially. The increased use of probation is removing from imprisonment the more helpable class of first offenders and those for whom extenuating circumstances are shown. Courts are more loth to send to prison, reformatory, or county jail those who may be saved from further crime by the modified liberty of a supervised probation. The residue sent now to correctional institutions tends to take on more and more the character of a custodial group, that is to say, a group in which mental and physical defects seem to condition to a greater or less degree the commission of crime.

The treatment consequently that has in the past been considered applicable on the basis of the reformable nature of normal persons must gradually give way to a specialized treatment, as we have seen, on the basis of abnormal physical or mental characteristics. This is not to say that in our correctional institutions there is no considerable group of relatively normal persons, because such groups exist. It does mean, however, that with increasing frequency the problems of mental and physical disorder force themselves upon the administrative authorities.

The broad general features of a possible State Department of Correction can be indicated. Such a department would include the administrative control of the State prisons, the State reformatories for men and women, the State Training School for Girls at Hudson, and the State Industrial and Agricultural School for Boys at Industry. Within such a department would come also a half-dozen district workhouses which are still to be established, but which are partly in sight, in the physical form of the present county penitentiaries.

For instance, the Erie County Penitentiary is about to be transferred from Buffalo to Arden, in the country. A thousand acres of land have been purchased, and this will be practically a farm colony for misdemeanants. Although it is an Erie county institution, it may follow the custom of the New York County Penitentiary and receive inmates from other counties, thereby serving the counties contiguous to Erie county. The Onondaga County Penitentiary at Jamesville is located in the country near Syracuse, on fairly extensive acreage, and functions now as a farm industrial colony.

The Monroe County Penitentiary is located outside of Rochester and carries on farming. The Albany County Penitentiary is about to be located on some site outside of Albany. The Westchester County Penitentiary is a thoroughly modern institution, so constructed with small buildings and splendid equipment as to become a model county workhouse. The New York County Penitentiary is changing its purpose, and is becoming the receiving station for the Department of Correction of New York City, while the old workhouse on Blackwell's Island is being transferred to Riker's Island at the entrance to Long Island Sound, where on some four hundred acres of made land a municipal farm will be within a few years developed under intensive cultivation.

In short, the physical conditions are favorable to the amalgamation within a few years of most of the correctional institutions of the State in a great modern State Department of Correction. From this plan should be eliminated, at least for the present, most of the institutions of the Department of Correction of New York City; all the county jails, so far as the population awaiting trial is concerned; and the private reformatories under denominational or secular management.

It seems possible to work out plans for a State Department of Correction which would embrace the following factors:

1. A board of commissioners composing the State Department of Correction.
2. An executive staff for the administration of the Department.
3. A board of volunteer managers for each institution, said board to possess considerable authority in the conduct of the individual institutions.
4. A superintendent or warden of each institution, under civil service, and a staff, also under civil service.

THE PREVENTION OF JUVENILE DELINQUENCY BY COMMUNITY EFFORT

A further "Next Step" was recommended in considerable detail in the Prison Association's Report for 1919, when a plan was submitted *for the reduction of juvenile delinquency by community effort*. It was recognized by the Prison Association that the results of the period of the Great War should not pass unstudied and unused in the field of penology. One of the outstanding features of war work was the use of recreation as an antidote for, and a preventive of, the destructive uses of leisure time which millions of men, training for service abroad, had naturally in their free hours in the camps and in the communities about the camps. Never were the possibilities of recent and interesting recreation realized in any country as in this country, through the very varied recreational activities of the leading war-work organizations like the Y. M. C. A., the Y. W. C. A., the Knights of Columbus, the Jewish Welfare Board, and the War Camp Community Service.

The Prison Association published early in 1920 a plan for the utilization of community resources, particularly along recreational and leisure-time lines, for the reduction

of juvenile delinquency, embodying in the plan many of the results learned from community experiences in dealing with soldiers, sailors, and marines in their free time. A questionnaire of one hundred questions was published, which might be used by a group in a community or by individuals to ascertain local conditions making for juvenile delinquency, and also the local institutions and organizations seeking to counteract juvenile delinquency by either curative or preventive measures. The questionnaire was published in full in the 1919 Annual Report of the Prison Association. During the year over ten thousand copies of the "plan" have been distributed, and requests for the leaflet are constantly received. The Prison Association is far more convinced than it was a year ago that the development of methods of community organization in fighting delinquency and crime is not only important but highly constructive. We believe that the problems of misconduct should be approached as early in their development as possible. We believe that far more can be done to hold the child from delinquency than has yet been tried, and that the enrichment of child life with pleasurable activities that "lead somewhere" is still hardly more than in its infancy.

Since juvenile delinquency is the result to such an extent of desires for pleasure gone wrong, the Prison Association is laying ever more stress on the suggestion of counteracting influences to juvenile misconduct, recognizing that to the child play is life, and that the substantial influencing of child life for good will materially reduce the prison population later on.

During the years 1919 and 1920 the advocacy by the Prison Association of the above mentioned plan showed the following results:

First Stage: Distribution of leaflets to individuals, clubs, clergymen, social workers, and others. Correspondence with individuals interested. Newspaper publicity in the

localities where interest in the plan was shown. Intensive correspondence with "key people" in the several communities. In short, the setting up by the Prison Association of a clearing house of information and stimulation through which we have aimed to interest and assist communities in planning their local campaigns.

Results: Relatively small, save in exciting approval of the main points of the plan, and interest in the carrying out of the proposed methods, if possible.

Conclusions: The above methods will arouse interest, will often gain the statement that the plan seems to offer a sensible method of reducing juvenile delinquency, but by such methods alone little will be accomplished save to set many minds to thinking.

Second Stage: Appointment of a field secretary in the spring of 1920 to visit communities, interpret to "key people" the plan, follow up correspondence with the central office, study the communities, suggest methods of organization of committees, help organize local committees, assist in planning and conducting a "home-made" survey, interpret the results to local groups, and then single out with them certain wholly definite pieces of work along the lines of the plan.

Results: Members of a community welcomed the coming of a field secretary who represented an outside organization, when they saw clearly that the purpose was to give information, and to help, and *was not to set up a new organization in the local community*. In many communities the feeling is strong that there are already too many organizations. The project of the plan, therefore, to help get existing organizations to work together effectively on an obviously important and feasible plan, has appealed to communities. A number of communities have been thus affected, but the Prison Association has been obliged, through financial reasons, to combine with the position of

field secretary the inspection of correctional institutions, and consequently far less time could be given to working in communities than would have been desirable.

Conclusions: The field secretary is an indispensable part of the successful working out of the plan. He must go into the community and enlist the interest and support of persons already busy, already often feeling overwhelmed with civic duties. It is through such personal work of the field secretary that the frequent and very natural problem can be dealt with, namely, the strong tendencies of existing local groups to feel that there are certain difficulties that would preclude joint action, particularly if any one existing organization were to take the leadership. It has, therefore, been through the suggestion of the field secretary that a juvenile delinquency committee be formed, representative of all important organizations dealing with juvenile delinquency or recreation, that this great difficulty has been minimized.

Third Stage: The Prison Association found, late in the spring of 1920, that through local county conferences the main idea of the plan could also be successfully presented. Such conferences should be called by *local people*, not by state organizations or outside bodies. The purpose of the conference, preferably with morning and afternoon sessions for one day, should be to survey through brief statements two things: (1) Conditions in the county making for juvenile delinquency, and organizations and efforts in the county aiming to counteract these influences. (School, church, home, juvenile court, institutions, probation, clubs, Boy Scouts, Girl Scouts, Campfire Girls, etc.) (2) Organizations of state or national character that might be used for advice and counsel and for special pieces of work.

Conclusions: The county conference enabled many different organizations to present, at what one person called a "kind of mental county fair," the phases of juvenile mis-

conduct and juvenile activity that should be understood in any co-operative effort to reduce or prevent it. It is fair to say that the principle of the subordination of any one organization to the general purposes of co-operative treatment of a difficult problem has produced a spirit of friendly willingness to work together that augurs well in the development of this plan.

The Massachusetts Federation of Women's Clubs, and the National Civic Federation, Women's Division, New England section, united, in 1920, in recommending to the Women's Clubs of the State of Massachusetts that they make surveys of their communities on the basis of the plan presented by the Prison Association. By the end of 1920, some forty Women's Clubs had made such surveys, and early in the year 1921 a conference was to be called at which further steps in the working out of the plan for the reduction of juvenile delinquency by community effort should be considered.

It has become evident, during 1920, that further guidance is necessary to communities and individuals interested in this plan. Consequently, the Prison Association presents herewith another "Necessary Next Step," being the second broad step in this *campaign for a square deal for childhood*. We have endeavored to formulate "Minimum Standards for a Square Deal for Childhood." We have found that communities will work in three successive stages in combating juvenile delinquency along the lines advocated: First, the securing of information by means of the survey, as to conditions, existing resources, and other facilities. Second, an effort with such facts before them to appraise their own conditions in comparison with conditions elsewhere, and to learn what they ought to do to bring their communities at least up to the minimum that should be sought for childhood. The purpose of the "Minimum Standards" that follow is to meet this demand. The third

broad step will be taken when the community, knowing what exists at present, and having been able to appraise its condition, seeks to provide the things that are lacking, to strengthen the things that already exist, and to co-ordinate the efforts of the community to the general end of reducing juvenile delinquency and crime.

The Prison Association does not claim at all that the Minimum Standards presented below are final and authoritative. We do believe, however, that in each community there should exist in general the things that are outlined in the Minimum Standards. Many communities will be found far ahead in many respects of the Minimum Standards, yet in every community we surmise that certain conditions will not come up to the Minimum Standards we outline herewith. The "Standards" are presented for discussion as well as for use, and we expect that revisions of the Standards will occur, in the light of greater experience. We present the Standards as a contribution to the community organization movement now becoming so strong in this country.

MINIMUM STANDARDS FOR A SQUARE DEAL FOR CHILDHOOD

HOME:

1. A normal home life, including decent housing and living conditions.
2. A home not broken by dissolute, immoral, or poverty-stricken parents.
3. Adequate supervision and control of child by parents, including supervision of healthful habits, hours of recreation, and of intellectual and cultural development.

EDUCATION:

4. Provision for common-school education through the eighth grade.

5. Opportunity for free high-school education.
6. Compulsory attendance in primary and grammar grades for at least nine months each year.
7. Enforcement of compulsory education laws of the State.
8. Night schools or continuation schools for optional study after working hours.
9. Vocational guidance to be included in the later grade years, and correlation of such vocational guidance with employment agencies and other similar efforts.
10. Vacation school or schools, placing special emphasis on healthful play and leisure-time activities; also providing instruction for children who have failed in grades.
11. Special classes for children needing some form of special instruction due to physical or mental defect.
12. Full-time school nurse. At least part-time school physician. Results to include adequate physical examinations, continuous health record, and follow-up work by nurse.
13. Available clinics for dentistry, nose, throat, eye, skin, and orthopedic work. Free vaccination for small-pox and typhoid.
14. Avoidance by school-lunches or other means, so far as possible, of malnutrition.
15. Proper location of schoolhouse, also proper construction, hygiene, and sanitation.
16. Adequate playground and recreational facilities, physical training, and reasonable supervision of recreation on school premises.
17. Full-time officer or officers to enforce the school attendance law. In larger communities, a parental school for marked cases of disobedience or truancy, thus avoiding so far as possible appeals for disciplinary purposes to the juvenile court.

PROTECTIVE AND CURATIVE:

18. An adequate police department, and a conception on the part of the police of their social and preventive work, as well as of the protection of society and the apprehension of law-breakers.

19. In larger communities, a policewoman or policewomen, especially for protective work with young girls.

20. A socially-minded juvenile court judge, or police court judge, holding separate juvenile court sessions.

21. One or more salaried probation officers attached to the court, for investigations prior to trial, and for probationary oversight after trial.

22. Mental and physical examination of children so designated by the judge, the results of these investigations to be available to the juvenile court judge.

23. Supervision of probationers during extended period of probation by officially designated probation officers, or by duly appointed volunteers such as the Big Brothers or Big Sisters.

24. A Society for the Prevention of Cruelty to Children, or a Humane Society, available for local protection of children from cruelty.

25. An Associated Charities or other public or private relief agency for the help of destitute or neglected children.

26. A house of detention, or a specifically designated place other than a jail, where children held for or by the juvenile court may be properly cared for.

27. A system of recording and filing social as well as legal information in connection with the juvenile court.

28. Private organizations in the community whose work in whole or in part should be the assistance given to juvenile delinquents. Among such organizations are the Big Brothers, Big Sisters, volunteer committees, Rotary Clubs, Salvation Army, Volunteers of America, St. Vincent

de Paul Society, and the like, as well as church committees and missions, settlements, Y. M. C. A., Y. W. C. A., etc.

EMPLOYMENT:

29. Observance of the child-labor laws of the commonwealth and any local ordinances. Efforts to maintain the "minimum standards for children entering employment" enunciated by United States Children's Bureau Conferences, June, 1919. Recognition of specific and different age minimums in (a) agriculture, (b) domestic service, (c) women's work, (d) hazardous occupations, etc.

30. Physical examination by physician prior to granting of working papers. Periodical medical examination of all working children under eighteen.

31. No minor to be employed more than eight hours a day, with decreased maximum working-day for children between sixteen and eighteen.

32. Night work for minors to be prohibited between 6 P. M. and 7 A. M.

COMMERCIAL RECREATION:

33. Supervision of motion picture houses, and pre-review of films for children's special performances by a representative local committee. Co-operative relationship between local committee and local motion picture exhibitors in discussion and choice of programmes.

34. Adherence of committee to better films movement. Encouragement of special performances for children.

35. Strict observance of licensing laws and local ordinances relating to motion picture houses, admission of children, lighting, etc.

36. Strict observance of licensing ordinances relative to pool and billiard rooms. Insistence by local committee that public officials maintain strict supervision. Prosecution of violations of license conditions. Suppression of pool-room gambling.

37. Dance halls: Strict observance of licensing ordinances. Suppression of indecent dancing, if possible by official supervision. If possible, oversight by policewoman. Revoking of license for non-compliance with ordinances or laws.

38. Similar supervision and licensing of skating rinks, bowling alleys, picnic parks, steamboat parks, and the like.

PARKS AND PLAYGROUNDS, RECREATION, ATHLETICS:

39. At least one large park for pleasure, rest, and cultivation of beautiful trees, flowers, and shrubs. Place for driving, riding, and quiet recreation.

40. Within the community there is due to children the chance to play *somewhere*, in parks or other places set aside for the purpose; the chance for baseball, football, tennis, track events and other open-air athletic events; the chance to go wading, swimming, boating; the chance for outings near home, for picnics, sings, band concerts, and the like.

41. Supervision of park or parks to be such as to reduce to a low degree the chances for immorality, and the exposure of children to moral or physical dangers.

42. In any congested region a playground relatively central. Officially supervised by trained attendant at certain hours, and the playground to be equipped with sand-boxes, horizontal bars, swings, poles, and other customary apparatus.

43. Recognition by authorities and interested committees that children rarely will go over a quarter of a mile to a playground.

44. Some movement, by organization or individuals, to promote organized athletics in the community.

MUSIC AND DRAMA:

(The two diversions, "Music" and "Drama," are included in our minimum requirements, not so much

because of the possible participation of the individual child as for the cultural and social advantages accruing to childhood through the observation of and acquaintance with social and cultural recreations in organized form.)

45. A band made up of local musicians and available for parades, holidays, dances, and other functions.

46. A community chorus or glee club, giving a focus for those desirous of a certain training in singing, and of presenting good vocal music.

47. Community singing from time to time for social purposes, led if possible by a trained song-leader.

48. Concerts from time to time, "coming to town" or arranged locally, presenting both cultural and popular music, partly through the introduction of "talent" from centers of music and art.

49. Some movement toward the cultivation of a local orchestra, including string and wood instruments.

50. The development, preferably in the public school, of individual talent in the children for vocal or instrumental music.

51. Local concerts, or "events," from time to time, at which such ability may have public presentation.

52. A local dramatic club (adults) to present occasional plays, pageants, and popular amusements of a dramatic nature, and to stimulate "amateur theatricals."

ENTERTAINMENTS, MEETINGS, ETC.:

53. A central hall or meeting place (town hall, library, etc.), for community gatherings, dances, public meetings, etc., the auditorium to be sufficiently large and well-equipped for all necessary public or social gatherings. This hall to be such that visiting dramatic or concert companies can present performances with at least fair equipment of stage, auditorium, and the like.

RECREATION COMMITTEE:

54. A fairly systematic effort on the part of designated public officials, or a private committee or group, to provide reasonable chances for recreation of children. (Municipal Recreation Commission, Parks and Playgrounds Association, Community Service, committee or bureau of some existing organization, such as Chamber of Commerce, Board of Trade, Y. M. C. A., Y. W. C. A.)

BOYS' AND GIRLS' CLUBS:

55. Boy Scout troops, Girl Scout and Campfire Girls troops; boys' and girls' clubs in churches, or conducted by other reputable agencies. A boys' or girls' club to be available under such auspices somewhere to each child seeking such a club.

56. In such clubs, or elsewhere in the community, gymnasium equipment, running track, basket-ball space, baths, and customary equipment of the kind.

57. Stimulation through Scout troops, clubs, and other civic or social bodies, of good health, good morals, and good living in childhood and adolescence.

SELF-IMPROVEMENT; SELF-EXPRESSION:

58. A public library, with a children's department and a liberal conception of helpfulness to children in reading, in direction of special interests, and the like. Liberal loan rules for books. Open shelves. Special features for interesting childhood. Correlation of the library and the school, library and home, library and church.

59. Branch or traveling libraries where need is obvious.

60. Settlement work in congested or foreign sections of the community, including classes, clubs, athletics, and other forms of self-expression.

61. Development of the public-school programme to admit of extra-class features, such as the school dramatic

club, school band, school orchestra, and other school organizations.

62. Opportunities, if possible under guidance, for children to satisfy desires for childish possessions, collections of objects, hobbies, such as pets (cats, dogs, rabbits, white mice, birds, etc.), stamps, flowers, and other collections.

63. Opportunities for the satisfaction of the spirit of adventure, competition, and conquest, as in hikes, group-journeys, group-events, camping-out, open-air contests.

64. Opportunities, particularly for girls, to learn the rudiments of domestic science, sewing, embroidery, craftsmanship, and the "household arts."

THE CHURCH:

65. Consideration of the child's nature and interests in connection with religious observances.

66. A healthy, interesting Sunday School; interesting Sunday School teachers.

67. Some part of the church service applicable particularly to the children, or particularly intelligible to them.

68. The social life of the church to be solicitous of children's interests, making provision for clubs, entertainments, etc., with such frequency and attractiveness as to hold the child to the church and parish life.

69. Constant effort on the part of church authorities to develop the religious life and sensibilities of the child by methods appealing to the child.

MENT. HEALTH:

70. Provision for scientific recognition of feeble-mindedness, mental defectiveness, and arrested development, in schools, juvenile court cases, and elsewhere in the community.

71. A clinic for diagnosis. Facilities in community or larger division of State for treatment and custodial care of the mentally defective.

72. Some local provision for treatment of backward and feeble-minded cases of school age who cannot be committed to institutions.

73. Recognition of importance of a campaign for mental hygiene through publicity, lectures, and actual practice in the community.

SOCIAL HYGIENE:

74. Sex hygiene instruction for the young under conditions approved by experienced leaders in this field.

75. Campaign for the reduction of sex practices among the young, and sex offenses.

76. Recognition that sex-immorality, venereal diseases, prostitution, and other social evils of like nature cannot be checked or prevented by a policy of silence or by the ignoring of palpable facts.

77. Provision in the community for the discovery and treatment of venereal disease among the young.

COMMUNITY BETTERMENT:

78. Recognition that juvenile delinquency is a product of manifold conditions and influences in the community.

79. Recognition that, therefore, no one organization or institution in the community can *cure* or wholly deal with delinquency among the young.

80. Recognition that, because of the above facts, there must be co-ordination in all efforts to prevent or cure juvenile delinquency, co-operation between the different agencies or organizations, and a determined and constant effort to provide agencies or movements where such are now lacking.

81. Recognition that much of juvenile delinquency is traceable to (a) constant craving of the child for amusement and pleasure; (b) constant enticements of commercial amusements; (c) many attractions of urban or semi-

urban life for the growing child; (d) undeveloped or partial responsibility on the part of the child; (e) lack of adequate or reasonable parental guidance and control; (f) lack of recreational and cultural *good* amusements in the community to offset amusements of negative or pernicious character.

82. Recognition that, in order to meet the rapidly increasing problems of juvenile delinquency, the following steps are essential in a community: (a) an analysis or survey of the juvenile delinquency in the community and its chief causes; (b) an analysis of the organizations and activities of the community affecting for good or evil the lives of children; (c) the elimination when possible of factors producing delinquency among the young; (d) the drastic regulation of such factors (producing evil results) as cannot be eliminated or prohibited; (e) the strengthening of existing factors that make for cleaner, fuller, happier childhood; (f) the establishment of factors in the community life that are needed but not yet present; (g) the correlation of all efforts to the above end, in such manner that overlapping may be reduced and needs be wisely met.

CONCLUSION:

83. To this end, the establishment in every community of some committee devoting persistent attention to the reduction and prevention of juvenile delinquency. This committee to be preferably a committee of an already existing organization, such as the Associated Charities, Woman's Club, Rotary Club, Community Service, or similar organization representative of a large number of different interests and factors in the community that are themselves interested in child welfare, and in making the community "the right place for the child to grow up in."

PAROLE BUREAU

One of the most important branches of the work of the Prison Association is its Parole Bureau. Parole is a period of conditional freedom which follows a term of imprisonment. For instance, an offender is sentenced to a prison for the first time for felony, with a certain minimum period to serve and also a maximum period. At any time after the expiration of the minimum sentence the prisoner may be released by the State Parole Board.

The parole period is therefore a time during which the former inmate can be tested as to his ability to conduct himself in conformity with the requirements of the outside world. The parole officer must necessarily be one of the most sagacious, helpful friends to the released prisoner. The work includes the general supervision of paroled men, which means visiting them at their homes and at their places of work when feasible. Whenever needed, friendly advice is given; and during the year, in a number of instances, the parole officer has been successful in effecting friendly relations between the released men and their families.

On October 1, 1919, there were 122 men on parole to this Association; during the fiscal year ended September 30, 1920, 193 other men were placed on parole to us, making a total of 315 for the year. Of these, 123 men were discharged from parole after having satisfactorily finished their period of conditional liberty. There were 26 men declared delinquent, that is, they were either re-arrested or failed to make their reports. One man died during the year. Our parole officer made 1,206 visits and investigations, besides attending Parole Board meetings at several of the State prisons each month, and in several instances

the meetings at all of the prisons in a single month. By visiting the prisons the parole officer is enabled to keep in touch with the various men, and especially those who are soon to be paroled. This service is done entirely without cost to the State. It is undoubtedly a state function which under existing conditions must be met by an outside organization. The reader is referred to page 29 of this report for a fuller discussion of the necessity for the extension of the parole work and of the methods adopted by the State Parole Board.

The following cases are typical and indicative of the human side of the work of our Parole Bureau:

In September, 1919, the Prison Association received a letter from an inmate of Clinton prison, stating that he had been re-committed for violation of his parole; that he would again be eligible to appear before the Parole Board, and requesting to be released in our care. Our parole agent interviewed the man and learned that he had originally been sent to prison on a charge of assault, and that immediately upon his release and on complaint of his wife (who had secured a separation from him while serving his sentence), due to his having threatened her about the custody of the two children, the man was returned to prison for violation of his parole. She stated he had an uncontrollable temper and that she could not get along with him.

He was again given a chance on parole, through the efforts of our parole agent. The man and his wife were brought together, the home established, and the children who had been with relatives were reunited with their parents. A steady position was obtained for the man, and subsequently he received his final discharge from parole.

The man, deeply appreciative of what had been done for him, wrote the following letter to our parole agent:

"DEAR SIR: Your letter of compliment upon my successful parole, along with my absolute discharge, received.

I am glad and thankful to say that I owe much of my success to the aid you so willingly gave me. I shall always think of the advice which has been the means of bringing real happiness to myself and family; by so doing I know that my future and my wife and children's happiness will be well guided.

Thanking you for your good wishes, and always grateful for your timely aid, I am, sincerely yours,
A. B."

While on a regular visit to Dannemora prison, our parole agent had his attention called to the case of D. E., who had received a sentence of seven to eighteen years on a charge of manslaughter in the first degree. It appeared that the defendant, who had been employed as chef in a hotel,

had an altercation with another employee over the recent war. The defendant, being utterly worsted in a fist fight with the other man, picked up a vegetable knife and ran it through the body of his assailant, causing his death. It was reasonable to assume that he acted in self-defense. The man was convicted and sentenced. Comment was made in the newspapers that the defendant had not been ably defended.

Upon learning the facts, our parole agent interviewed the judge and district attorney. An application for executive clemency was made to Governor Smith, who acted favorably upon the same, very humanely reducing the sentence to three years, two months and seventeen days.

Since the man's release on parole he has been steadily employed, holding a good position in a leading hotel, and there seems to be little likelihood of his conflicting with the law again.

PROBATION BUREAU

For many years this Association has had a representative in the Court of General Sessions of this city. The probation officer is "loaned" for city services, there existing an anomalous situation. In other courts of this city, namely, the court of Special Sessions, the Children's Courts, and the Magistrates' Courts, city-paid probation officers are assigned.

Probation is generally called a substitute for imprisonment. This is erroneous. Probation is a suspension of imprisonment during good behavior. Sometimes, probation is accompanied by the requirement that so far as possible compensation shall be made by the probationer for the injury he has caused, and which led to his trial and conviction. The principle of probation is easy to understand. It is a common-sense answer to the question: Why should we send to prison a person who probably will not commit another crime, and who if given a reasonable chance will reform without the stigma of imprisonment and the attendant possibility of becoming a criminal through the criminal associations of the prison? Persons released on probation are not thereby released from the consequences of their delinquency. They must report regularly to the probation agent, and they receive from him both

supervision and counsel. If conditions imposed by the court relative to good behavior and industry are not fulfilled, the probation agent is authorized to bring the delinquent again into court, and the court may admonish further, or send to prison or the penitentiary the one who had been given a chance during a period of conditional liberty.

On October 1, 1919, there were on probation to the Association 181 persons; during the year there were received 131, making a total for the year of 312. Of this number, 147 were discharged during the year, leaving a balance of 129 on probation September 30, 1920. Those who were re-arrested or who absconded, and thereby became delinquent, numbered 36.

The number of cases investigated at the request of the court was 593, showing a decrease as compared with the 679 cases referred in the previous year.

Restitution of property, or property values, is an important part of the probation system. During the year, \$3,607.89 was paid as restitution by persons on probation to the Association, and \$705 was paid for the support of destitute wives and children. There were made to our probation officer 2,653 personal reports, and 497 reports by mail or telephone.

The following are cited as specimen cases illustrating the experiences of our probation officer:

The warden of the City prison asked my interest in the case of a poor woman who had just been trying to send a fur neckpiece into the prison, to be sold to a prisoner who was willing to buy it, at the request of her husband who was waiting trial. This of course could not be permitted, so the woman was taken into a private room, together with her 10 months' old baby, and asked for particulars. She said that her husband, who was charged with forgery, was waiting trial; that she had just spent her last nickel to get to the prison to see him; she had not eaten anything for many hours; and was about to be dispossessed for non-payment of rent. She was taken to the Prison Association by the general agent, and for some weeks was given money to defray her rent and cost of living. The case of the husband was also made the subject of a careful investigation, and on its being reported to the court, the husband and father was released on probation.

The husband was found to be a young man, 25 years of age, who had been a year and a half in the city, and seemed to have borne a good reputation. He came from a western state, enlisted in the United States Navy, secured an honorable discharge, and made considerable success as a "four-minute man" in Liberty Bond campaigns. He was in business on his own account selling books, and had previously been in the insurance business in the west. He had a number of excellent references from western business men.

Because of the unfortunate plight of the family, those who had lost money through his misdeeds requested the court to give him a chance, and he was released on probation.

It is seldom that a second offender is released on probation in the Court of General Sessions, but the circumstances were such that in the case of X. Y. such a course was adopted. The young man, who had been in trouble before, was engaged in a dice game one evening and had an unexpected run of luck. He won \$400 from a companion, who said he had no more money but would give him his automobile instead and would also give him a bill of sale in a day or two. So he took the machine. The man who said it was his drove it to a garage where it remained for two weeks. Needless to say, the alleged owner never produced any bill of sale and could not be found. The owner of the garage said that the defendant brought a number of people to the place as prospective customers but never learned to run the machine himself, and in a few days it was identified by the true owner; and of course the young man was placed under arrest.

When arraigned before Judge Mulqueen he told his story as stated; and in giving his pedigree the fact was brought out that he had previously served a term in the Elmira Reformatory for grand larceny. The general agent made an investigation — found that he was keeping house with his wife who was in extremely poor health, and that for some time he had maintained himself and his mother, a widow, who was in very poor circumstances. Three employers, who had known him for many years, were found, and all said that he had been a hard and very satisfactory worker.

As he was admittedly a second offender, the circumstances of the first crime were made the subject of an additional inquiry; and the surprising fact was brought out, by the evidence of the man who made the complaint against him at the time, that he was absolutely innocent of the charge on which he served a year in the Reformatory.

On his release from the Reformatory on parole he secured employment in a department store as a driver's assistant. His work was so satisfactory that the firm promised him a wagon with full driver's pay if he could buy a uniform. He did so, and on the very next day met the police officer who had arrested him on the charge which resulted in his sentence to the Reformatory, and a few hours later he was informed by his employers that his services were no longer required. The parole officer of the Reformatory tried to make the superintendent of the delivery department of the department store admit that the boy was discharged because of information given by the detective, but without success.

When Judge Mulqueen was informed of these facts, he agreed with our agent that it was about time this boy had his chance, so he was released on probation, and has an excellent, well-paying position at the present time.

A country boy who had been but a few weeks in the city and was employed only one month as a clerk in a steamship office, told a strange story of how he had been inveigled into an attempt to commit the crime of blackmail. An older man met him in his place of employment and suggested that he knew an easy way to make some money. He said that he had learned that a certain rich waist manufacturer uptown had been guilty of certain dishonorable acts and would pay good money to keep them silent. So he induced the boy to write threatening letters to the man who made the complaint; answers were to be sent to a hotel. The older criminal was too cunning to call for the answers, and sent the unsophisticated boy to the hotel, where he was placed under arrest. He was advised to enter a plea of guilty and make a full confession, which he did.

His previous record was investigated by mail, and it was found that he came from an excellent family and had never been in trouble before. An uncle in Pennsylvania came to the city, produced a certificate to show that the boy had served over a year in the Navy on a battleship, and had an excellent discharge. He had also taken a course in window-dressing, had been a rail-road ticket-agent, and was recommended as thoroughly reliable.

The older man was sent to State prison, as he richly deserved; and on the recommendation of the complaining witness, the boy was released on probation and taken to the country by his uncle. He is now employed in a Western city, and the uncle tells me he is doing very well indeed.

Charles T. was formerly a drinking man, but his experience in the City prison taught him to "get on the water wagon" and stay there. He bore an excellent reputation, was employed in the express business for many years, had a wife and little boy, and had never been arrested or charged with any offense. He was a licensed chauffeur, and had recommendations from people of the highest standing in the social world.

While working he sustained an injury to his wrist, and for a time was without employment, so he took a job as an elevator man until his wound had healed; and in company with another employee of the apartment house he opened a closet where a quantity of liquor was stored, and the two men opened two bottles of whiskey and drank most of it, and were arrested, charged with burglary. The people who made the complaint offered to withdraw the charge, and both men were allowed to go on probation. T. was locked up in the City prison for about two months; during this time his wife and baby nearly starved, but she managed to get a place in a dry-goods store and put her child in a day nursery.

On his release he was immediately re-employed by the Express company, and is now doing very well.

For some years the Association has had posted in the City prison a card of warning to prisoners, advising them as to their rights and warning them against the operations of unprincipled lawyers. One paragraph, to which many lawyers object, is as follows:

"If you are going to plead guilty you do not need a lawyer, as the probation officer, who serves without pay, will make an investigation and secure your release if you are deserving."

A colored man who read this notice called the agent to his cell-door for advice and wanted to know if that was true. He was assured that it was, and was profuse in his thanks. He said that the agent had saved him \$50, because he had just written to his mother to pay \$50 to a certain lawyer, but on reading the notice had sent another letter telling her not to pay a cent.

EMPLOYMENT BUREAU

Since its foundation in 1844, the Prison Association has aimed to help secure employment for released prisoners. Men are released from prison with clothing which is more of a handicap than a help to them, because of its crude tailoring and inferior quality of material, and because of the uniformity of design. Chapter 134 of the Prison Law of this State reads in part as follows:

"The agent and warden of State prisons shall furnish to each convict who shall be discharged from prison by pardon or otherwise, or who shall be released therefrom on parole, necessary clothing not exceeding \$12 in value (but between the first day of November and the first day of April, clothing not exceeding \$18 in value, and including an overcoat, shall be so furnished), and \$10 in money, and a railroad ticket for the transportation of one person from such prison to the place of conviction of such convict, or to such other place as such convict may designate, of no greater distance from the State prison than the place of conviction."

During the fiscal year, when the cost of living was at its height, ten dollars did not mean very much to a man at the time of his release, and the amount of money allowed by the State for the manufacture or the purchase of clothing for prisoners was inadequate. The result was that many men came to our Employment Bureau for work and material relief. The material relief consisted of clothing, cash loans, meals and lodging. Frequently, after employment was obtained for a discharged man it was necessary

to continue assisting him until he received his first pay. In some instances this required the friendly aid of the Association for a week, two weeks, or perhaps a month.

During the fiscal year, 734 different men were interviewed by our employment secretary. In all, 1,369 interviews were had. The number of men who came for employment totaled 439, of which number 227 men were actually given employment; and in addition, 192 men were referred to places of employment, but did not report to the Association that they had been placed. There were referred 20 men to other agencies because of old age or a crippled condition. The number of men who came for relief was 204, and the number for advice and counsel 91. There were given 1,934 meals, 299 lodgings, and clothing was given to 85 applicants. Cash relief totaling \$933.27 was provided for 251 men.

The successful employment secretary must not only be a good "case worker," but must be competent to give vocational guidance to many of the prisoners who come to him for aid in finding work. The Association has been fortunate in having the services of an employment secretary who was able to carry on his work with an unlimited amount of patience and optimism.

Our employment secretary comes in contact with many interesting men, some of whom might have made their mark if not for a weakness of some kind, and others who have fallen, never to again reach a high level. The following are typical examples of our employment secretary's experiences with men who come to him for help and guidance.

The big problems of life to many a man who has been in prison are those occurring within the family or the job. The man out of prison is often one who cannot make adjustments, and who because of his prison experience suffers from the enormous handicap of the prison record.

Oftentimes he is persecuted by some person knowing his past record. Sometimes he will be discharged from his new job, when it is learned that he is an ex-convict. Sometimes the strain is too much, and he goes back to crime.

Clearly, there are for such men problems in which they badly need the help such as the employment secretary of the Prison Association can give. Let us cite one instance out of many, not conspicuous, and one that ordinarily would pass unnoticed, but which for the ones concerned was the most vital thing in life:

A certain man whom we will call Smith was released from State prison in 1913. For seven years he went straight, and yet in that time *he had more than ninety jobs*. He was a low pressure engineer. He had a record known to the police, and when he worked in the loft or office buildings he was often no sooner established in a good job than he received notice, often none too gently, to quit. Sometimes regret would be expressed by the employer, but no reasons would be given for the discharge. Yet Smith knew.

Finally his wife, acting on the suggestion of a neighbor, haled Smith to court on a summons, and he was charged with non-support. The family was about to be dispossessed for non-payment of rent. The "wise" neighbor had said that when the husband was haled to court, the court would, after hearing the case, get him a job. And in a way that was what happened, for the court officer called up the employment secretary of the Prison Association, and Smith came down to our office and told his long story. One thing Smith said to us was strikingly true: "Can't I go out and get a quick living dishonestly if I want to? Haven't I stayed straight, when at any time I might have gotten easy money by going crooked?"

We "pitched in" on this case, and soon got him a job at \$25 a week, with overtime work bringing it to \$40. The employer in this case was told the whole record, and said that he would stand by Smith so long as he did his work properly.

Then we went down to police headquarters. The inspector listened, and said: "It pays us to help a man go straight. It makes one less crook to watch. Tell Smith to let me know where he is working, and I will see that he is not bothered unless he gives trouble."

Smith has made good. This wasn't a case where much money had to be spent. It wouldn't show large on any statement of "Relief Given." But for Smith, and for his wife, it meant perhaps the crucial solution at a crucial hour.

There is a time in the life of many criminals when they honestly say to themselves or to some other person: "I'm beaten! There is nothing in this life of crime. I'm done! I want a job and I don't care what it is!"

Such a man sent word to us from the penitentiary. He said: "I'll do anything that will get me honest money." He was a skilled accountant. He had been several times in Sing Sing. He was subject to the Habitual Criminal Act if he should get caught again. This would make it possible for the judge to "send him away" for life. This end of his criminal career stared him in the face.

It must not be believed that reformation is wholly an idealistic thing with all men. Oftentimes, as is the case with those who are not criminals, the road to crime or the road to honesty is influenced by "practical" facts of self-interest. This man would now go straight, partly because the horrible chances in the life of crime were too great to endure longer.

So we enlisted the interest of the head of a big corporation. He said: "The man is down and out, and since he craves being honest he should be given a chance. The Prison Association is doing a laudable work. This man's application will go into my private file. He will have nothing to fear from those who might make the discovery of his past."

The job was small, and he was clad in overalls. He worked four days at the rate of \$21 a week. Then he was called into the accounting department of the corporation at \$85.50 a month. It was "small money" still, but was a blessed opportunity to be honest. In less than six months he was advanced three times. "He has made a place with the company," said his employer to us.

When the business slump came, and cuts in the personnel were necessary, this man did NOT go!

Few people realize the ghastly price the criminal pays for being able to live at all. We read "crook stories," we hear of "Raffles" and "Get Rich Quick Wallingford," and other fiction characters, and a certain false and distorted glamour is often thrown about the so-called clever crook. But in reality there is no life much more miserable than that of the law-breaker, everlastingly barred from the peace of conscience of the honest man and the customary joys and honest problems of life.

Such a criminal came to us, to be raised out of the very depths of hell itself. He had, ten years before, been sent to Sing Sing for two years while representing as credit man a manufacturing concern doing a twenty-million-dollar business. Ever since his prison term he had been paying the price. He took any kind of a job, month after month, year after year. He washed dishes, did porter's work, acted as temporary cashier in small restaurants, and helped unload trucks. Try as he might, no permanent position seemed possible. He would take examinations for positions, and then when references were required he had to give up. At this point in the search for a job he would have to tell why he could not get a bond. And the answer always was:

"Sorry; we require a bond!"

In time, that drip, drip, drip of fate wears away the soul.

We found a man who was both practical and sympathetic. He was satisfied, when he interviewed this man with the old Sing Sing record, that he would make good in a certain position of trust that was open.

"Imagine my surprise and overwhelming joy," said the man we had placed, "when, after four days of duty, they brought the payroll to me to pay off, and there was about \$4,000. I could scarcely believe my eyes!"

A month later he received a forty-dollar advance in salary. Later on his employer said to us: "He was a real find; and before long I'll have a real position for him."

The circumstances surrounding a deed of violence or a serious crime are often hidden, and it is only as revelation comes, perhaps years later, that an apparently atrocious deed falls into a different perspective. The office of the employment secretary of the Prison Association is often a confessional; often the place where soul-tragedies are revealed.

One man, out of prison, told us this: "I went out on a 'job' (meaning a criminal act) when my money ran low. It was an apartment. I entered a room in which a young girl was sleeping. She woke up and screamed. As I ran into the hall of the apartment, her grandfather, alarmed by the screams, came running toward me. I pulled my gun and pointed it at him, but it did not stop him. As he came close I fired a shot into the ceiling. It had no effect. He grappled with me, and I was caught. On the witness stand the old fellow swore that I fired point-blank at him. I could have silenced the girl by rapping her over the head, and I could have done the same by hitting the old man with the butt of my revolver. I could have made my getaway, but I could not do violence to anyone.

"The men who are operating now-a-days kill first and rob afterwards. The old-time burglar went to get the stuff quietly, and only used his gun to hold off somebody that happened to discover him; and he rarely did any shooting. It is dangerous now to be on the streets looking for work, and I don't feel safe a minute, even though I have been away ten years."

Let us come quickly to the end of this story. He got a job with our help. He advanced shortly to the chief place in a worth-while bakery. He commanded the maximum wages. He saved money, got married, and is now living comfortably and contentedly. He hopes some day to open a bookstore, his hobby.

INSPECTIONS

In the act of incorporation, power was granted the Prison Association to inspect the penal institutions of the State, and it is required that these inspections be embodied in a report to be submitted annually to the Legislature. During the year the inspection work has been somewhat curtailed, due to a reduced staff and the lack of necessary funds. However an effort was made to inspect as many institutions as possible, and at the same time use the services of the inspector in promoting in the various

communities of the State a plan originated by the General Secretary of the Prison Association for the reduction of juvenile delinquency by community effort (p. 72). The combination of inspection work, and the enlistment of individuals and organizations in the various communities in a move to save young boys and girls, aroused state-wide interest in the plan.

The outstanding feature in connection with the jails was the small number of prisoners in these institutions. This is attributable to two causes—one, prohibition, and the other, good industrial conditions. There have been no structural improvements in the jails inspected other than the annual painting. The campaign of several years by the Prison Association for the utilization of the labor, on farms and highways, of jail inmates serving sentence, received a decided setback during the year because of the lack of a sufficient number of prisoners. It is to be regretted that in several instances where county jail farms had been purchased they were hastily sold because no prisoners were available to work on them.

While it is gratifying to have conditions in the communities such that only few persons find their way to the jails, there is however a possibility of an increase in the jail populations at almost any time. It is reasonable to expect, and this is supported by our experience in previous years, that during a period of industrial depression there is an increase in the population of our penal institutions. Therefore, the farms should have been held until enough time had elapsed to demonstrate that there would be no real need for them.

In our previous reports, and especially in the 1913 report, a complete detailed description of the penal institutions in the State has been submitted. In our recent reports, and especially this year, we have omitted descriptions and have confined ourselves only to conditions prevailing at the time of inspection.

Broome County Jail, Binghamton

The sheriff is B. M. Holcomb.

Cleanliness prevailed in all parts of the jail at the time of inspection. The prisoners were satisfied with the treatment accorded to them by the sheriff and his assistants. No complaints were made relative to food. With a small number of prisoners, it is possible to separate them in accordance with the law. In previous years, with a large number of prisoners, this classification had been impossible; and furthermore, it has been necessary to place two prisoners in a cell, a very undesirable practice.

The sentenced prisoners work on the county farm when possible. Jail uniforms are now supplied to prisoners at the time of their admission. Modern laundry facilities are needed and arrangements should be made to have all inmates examined by a physician as soon after admission as possible.

Bronx County Jail, The Bronx, New York City

The sheriff is James F. Donnelly.

At the time of inspection two jails were in use: the new one at 177th street and Arthur avenue, and part of the old one in the Courthouse building at 161st street. This was done to allow for better classification of the inmates. At the 161st street jail there is need to provide facilities to wash the windows and also to allow for better ventilation. Satisfactory cleanliness and order prevailed in both jails.

A commissary system, such as the one in use at the Tombs prison, Manhattan, is highly desirable. The present system of permitting a messenger who receives no salary and makes his money from tips to sell articles to inmates should not be allowed.

Unfortunately the business of the county seems to demand a larger jail. The new one at 177th street is built along approved lines, although its location on the lower

floors of the building is not ideal. This was pointed out, before completion, in our previous reports.

Cattaraugus County Jail, Little Valley

The sheriff is Raymond T. Maley.

The condition of cleanliness throughout the jail was satisfactory. Inmates take care of the garden and the county jail grounds, and also do the janitor work in the jail and courthouse. Apparently the inmates were satisfied with food and treatment as they offered no complaints. Religious services are infrequently held by Catholics, Protestants, and the Salvation Army. There is a jail physician on call, but he does not make a practice of examining each prisoner upon admission. This, by all means, should be done.

In our previous reports the inadequate water supply for the toilets, especially those on the upper floors, was criticized. This has been remedied.

Cayuga County Jail, Auburn

The sheriff is F. W. Hendrichs.

The jail was not clean. Pictures of "black hands" were scrawled on the walls; old paint pots and other refuse were carelessly thrown in the section reserved for minors. Many of the toilets were badly worn and very unsightly. New toilets are needed. The whole interior of the jail should be cleaned and re-painted.

In our 1916 report we recommended the following:

"A new jail is recommended so that Cayuga County can have an institution to which its citizens can point with pride; one in which prisoners can be detained under healthful condition, in safety, and in accordance with the requirements of the County Law. Many convicted prisoners are spending their terms therein in complete idleness at the expense of the law-abiding citizens of the county. Furthermore, the county spends much money every year for the detention of prisoners in the Onondaga County Penitentiary. This means the loss of the labor of these prisoners, which to some extent is gained by the citizens of Onondaga County."

Recommendation 3 stated —

"Although the jail is physically unsatisfactory, this is no excuse for uncleanliness, particularly in the "pit" section. The jailer should begin the daily jail routine at a regular hour every morning, say 7 o'clock. Between 7 and 8, the "pit" section should be aired and the prisoners should be made to get up, wash, comb their hair properly, dress, and should receive breakfast. By 8:30 A. M. the cells should be swept, also the central corridor, and the bedding should be hung on the gallery rails to air. A system of this kind is used in most jails in the State, and when once established works automatically."

Conditions in this jail are practically the same as existed in 1916, except for a few minor improvements, such as the construction of a partition in the "pit" section. This is a very unsatisfactory attempt to improve this jail,

New York State holds, in general, a very favorable position as compared with other states, relative to the structural and administrative conditions of its county jails. Cayuga county jail, however, is among the very few that do not support this position.

Chautauqua County Jail, Mayville

The sheriff is James F. McCallum.

The jail was being painted at the time of inspection. Five trustees and other inmates keep the jail and the County Courthouse grounds in order, work in the garden, do the cooking, and look after some of the county live stock. There is a small library. The jail physician is on call, but he does not see each new prisoner at the time of his arrival or subsequently subject him to a thorough examination.

More work for the prisoners is needed during the winter months. Probably they can be employed at the county poorhouse.

Chemung County Jail, Elmira

The sheriff is L. Chapman.

Conditions in this jail are far from satisfactory. The ventilation is so bad as to cause the paint to fall off the cell walls; this is aggravated by dampness. The jail was

built about half a century ago, and has outlived its usefulness. Of course it does not meet the needs of the county at present. The plaster is falling from the ceilings and the walls in the corridors. Both the tubs and toilets are badly rusted. The padded cell, as pointed out in our previous reports, is so warm, because of a steam pipe, that it would be unwise to confine a person in it for even a short time. There is no provision for exercising prisoners outside the jail, except when doing a little janitor work about the yard. The cooking is done by inmate cooks who frequently change. There is the serious absence of a medical examination of all prisoners upon admission.

It is strongly urged that a new jail be built, The present one ranks among the few jails in the State that do not come up to modern standards.

Chenango County Jail, Norwich

The sheriff is H. F. Hovey.

Some minor improvements have been made, such as installing a new large hot water tank, renovating the kitchen, and installing additional tubs in the laundry. The niche toilets have been re-enameled, but there is need for a more adequate water supply. As stated in our previous reports, there should be at least one more meeting of the grand jury. Three a year are too few.

Columbia County Jail, Hudson

The sheriff is Orville Drumm.

The jail is a modern one and was clean and in good condition, except that there is need for some painting. Too frequently, new jails are neglected in this respect. A new heating plant, independent of the one which supplies heat in the county buildings, is being installed. The prisoners are employed on the county grounds near the county buildings.

Cortland County Jail, Cortland

The sheriff is Rollin E. Wright.

This jail is obsolete. It is damp, dark, and unhealthful. There are ten cells downstairs and five medium-sized rooms upstairs. At one time last winter there were forty-five inmates. It was stated that there is a county farm, but that it is not worked by inmates. This jail has been condemned in all our previous reports and characterized as a disgrace to the State of New York. A wooden fence is on the west and east sides and obstructs the light from the men's sections.

There is only one solution of the jail situation in this county, and that is the construction of a new jail. This has been recommended in our reports each year since 1913.

Dutchess County Jail, Poughkeepsie

The sheriff is C. F. Morehouse.

The jail, in some respects, is of modern construction, but unfortunately it is located on the top floor of the Court-house building, thereby making it impossible to provide outdoor exercise for the prisoners and to easily allow for their employment. The interior of the jail is in need of painting. The cleanliness throughout was not altogether satisfactory and no good reason was offered by those in charge. Uncleanliness, especially in a public institution, should not be tolerated.

The board of supervisors last year appointed a special committee to study the suggestion of removing the jail from its present location to a site outside of the city. The committee is expected to report to the board at the November meeting.

Prisoners are not examined by the physician at the time of admission. This is an important need and should not be neglected. Sheets and pillow cases should be provided for the bunks in the men's department.

Essex County Jail, Elizabethtown

The sheriff is Fred Dashnaw.

On the day of inspection the population consisted of five male adults awaiting the action of the grand jury. Only three sessions of the grand jury are held each year. This works much injustice, and arrangements should be made for one extra session in June if the population warrants.

A satisfactory condition of cleanliness prevailed in all parts of the jail. Pillow cases are furnished, and when necessary, suitable clothing.

There have been only three women inmates during the past year. These were kept on the lower floor and no men were on the same floor at that time. The need for better accommodations for female prisoners has been pointed out in our previous reports.

It is to be regretted that the county farm was sold last spring because of the low population in the jail and the scarcity of farm labor. It is likely that there will be an increased population soon and again the county will be confronted with the need of employing prisoners.

Franklin County Jail, Malone

The sheriff is A. A. Edwards.

A satisfactory condition of cleanliness prevailed in this old jail. The county purchased additional land to be used for building an extension to the jail.

There is need for a padded cell; likewise arrangements should be made for more frequent sessions of the grand jury. The county farm should be further developed. The fact that there have been only a few prisoners in the jail for several months does not justify the abandonment of the only means of employment.

Fulton County Jail, Johnstown

The sheriff is Leeh H. Ingram.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail. The one prisoner in the jail at the time of inspection was satisfied with the treatment accorded to him.

Greene County Jail, Catskill

The sheriff is George W. Osborne.

There were no prisoners at the time of inspection, although the population has been as high as fourteen at one time during the year. A satisfactory condition of cleanliness prevailed in all parts of the jail. There is a small library.

It is necessary that wire mesh be placed on the outside of the rear windows on the ground floor to prevent communication from the outside or the passing of contraband.

Herkimer County Jail, Herkimer

The sheriff is William H. Kress.

The jail was satisfactorily clean. The prisoners had no complaints to offer relative to their food and treatment. Some modern toilets have been installed. The need of these was pointed out in our previous reports. Inmates receive three meals daily. A jail physician is appointed and calls at the jail when his services are needed. No examination is regularly made of prisoners by the physician at the time of admission. It is most important that this should be done.

Kings County Jail (for civil prisoners), Brooklyn

The sheriff is John Drescher.

The condition of cleanliness in the jail was satisfactory. This is one of the three prisons in Greater New York devoted exclusively to civil prisoners.

The Prison Association has endeavored for years to arrange with the proper authorities for an opening on one side of the jail to permit the outdoor exercising of prisoners. This improvement has finally been accomplished.

Livingston County Jail, Geneseo

The sheriff is William Mann.

This is a modern jail, and was found satisfactorily clean throughout. The inmates are employed at gardening with excellent results. The jail is well equipped with laundry facilities, hot and cold water, and beds which are supplied with sheets and pillow cases. There is still need to remedy the inadequate water supply for the toilets.

A jail physician is on call. No medical examination is made of an inmate upon admission although this is necessary.

New York County Jail, Ludlow Street (civil prisoners only).

The sheriff is David H. Knott.

Pursuant to our previous recommendations, one-half of the jail has been wired so that the cells now in use have electric light. The ventilating shaft connected with the toilets has been fixed. A new roof gutter has been put on, and the end wall facing the prison yard repaired. A new hot-water heater has been installed, and the tiling repaired. All cells and bathrooms have been painted with two coats of paint. About half of the necessary painting has been done; half of the windows repaired; and half of the outside railing replaced.

This jail has 52 cells in all. The cells are large and supplied with a table and chair, but would be much improved by individual toilets and washbasins. There have been about forty United States prisoners in the last five months. On the day of inspection there were six inmates.

The sheriff has asked for the issuance of sufficient revenue bonds to complete repairs to the railing, windows, floors, for general carpenter work, and to finish the painting. We hope the funds will be allowed.

Prisoners are exercised in the prison yard for an hour in the morning and for an hour and a half in the afternoon. They have the freedom of the jail from 4:30 until 9:30, and are allowed to play checkers, dominoes, and have the use of the library. They are visited by the ministers of different religious denominations occasionally. Their food seemed to be satisfactory. There is a jail physician who visits the jail at least three times a week and on other occasions as required. The sick inmates are taken care of at the prison ward, Bellevue Hospital. The condition of cleanliness in the cells and throughout the kitchen and other parts of the jail was satisfactory. The sheriff and warden seem interested in their work.

The question of extravagance in operating this jail for a comparatively small average of population has been agitated many times during the past ten years. During the war the jail was pretty well filled, and as many as sixty United States prisoners and twenty-five witnesses at one time.

Section 183 of the County Law reads: "Custody of Jails. Each sheriff shall have the custody of the jails of his county and the prisoners therein and such jails shall be kept by him or by keepers appointed by him, for whose acts he shall be responsible."

Under section 715 of the Laws of 1891, entitled "An Act to Consolidate the City of New York," the sheriff of New York County has control over Ludlow Street Jail and all civil prisoners.

The jurisdiction over prisoners awaiting trial is vested in the sheriff by the Constitution of New York State. In three counties, Kings, Queens, and New York,

the authority of the respective sheriffs over criminal prisoners has been transferred to the New York City Department of Correction.

On a day of recent inspection there were only six inmates in this jail. It does seem rather unfair that this should involve an annual expense to the taxpayers of many thousands of dollars. There are two courses to pursue in order to change this: First, that an agreement be entered into between the sheriff and the Department of Correction whereby a portion of the Tombs City Prison be set aside for, and under the control of, the sheriff for his use in the disposal and care of his prisoners; second, that space be set aside in the proposed new Courthouse in order that the sheriff's employes may protect his own prisoners. The adoption of either one of these plans would eliminate the cost of maintaining the present county jail; and while it would still be necessary to have a staff of officers and keepers for the sheriff, would release a very valuable piece of property, valued at upward of \$300,000, by sale or for some suitable use.

Madison County Jail, Wampsville

The sheriff is G. M. Chapman.

A very satisfactory condition of cleanliness prevailed in all parts of the jail. There is now a 30-acre farm, and all men are kept busy on the farm and jail grounds. There is a good library. A prison doctor is on call. No sheets or pillow cases are supplied except in the hospital rooms and women's quarters. The general practice throughout the State now is to provide sheets and pillow cases for all prisoners. Madison county jail, which is one of the best, should not be lacking in the matter of sheets and pillow cases. A fire-proof stairway from floor to floor should be built.

Monroe County Jail, Rochester

The sheriff is Andrew Wildman.

The condition of cleanliness was satisfactory. Sheets and pillow cases should be furnished for grand jury prisoners. Most of the toilets should be re-painted and generally renovated. Three drug addicts complained to the inspector that they had been in the jail thirty days and had not seen a physician. The sheriff said one or two of them were old offenders, but sent for the jail physician at once. The jail is used principally for the detention of prisoners awaiting the grand jury or for trial. Sentenced prisoners are sent to the penitentiary. All prisoners are exercised outdoors every day. It was gratifying to find that the old cells on the upper floor in the old part of the jail have been removed, and that part of this space is now given over to good hospital quarters, and the other for civil prisoners.

Montgomery County Jail, Fonda

The sheriff is Alfred McLaughlin.

The cleanliness throughout the jail was not satisfactory. This is a new jail, and uncleanness should not be tolerated. The sheriff was ill, and most of his work, both in and outside of the jail, was done by the under-sheriff, who is assisted in the jail only by the cook and an engineer. These two assistants are of little value in dealing with the prisoners.

There is still the need for the establishment of reception quarters, as pointed out in our previous reports. There should be bathing equipment and a fumigating apparatus. After the prisoners bathe, they should be given a jail uniform, consisting of overalls and jumpers, and then assigned to a cell in the jail proper. Their clothes should be fumigated and not returned to them until they are

released. A section of the basement should be used as a mess-hall. This plan has been adopted in the county jail at Troy and elsewhere. The services of a matron should be assured. The jail yard, which has never been of any use, because it is not reasonably proof against escape, should be improved so as to allow for the exercising of prisoners in the open.

Section 92 of the County Law should be observed, especially as to minors. At the time of this inspection a young boy was in the same section with adult prisoners.

Nassau County Jail, Mineola

The sheriff is Charles W. Smith.

Cleanliness prevailed in all parts of the jail. Inmates are required to bathe upon admission and thereafter twice weekly. They are also provided with jail clothing upon admission. Sentenced prisoners work on the farm and around the county buildings. Three meals are served daily. The prisoners had no complaints to offer relative to the food or their treatment.

This jail has been criticized for some time because of inadequate accommodations for a large number of prisoners. Some changes have been made which enable the sheriff to comply more easily and satisfactorily with the law relative to the classification and separation of prisoners.

Oneida County Jail, Utica

The sheriff is A. W. Pickard.

This jail, like the one at Rome, is antiquated, and should be replaced by a new one to be located at a convenient place in the county. In all our previous reports we have urged the discontinuance of both jails. General condition of cleanliness was fair. Many of the prisoners are sent to the county farm. There have been several recent attempts to break jail. This, of course, has resulted in very close

supervision. Prison clothes should be furnished the men upon admission; their own clothes taken away and fumigated and only returned to them on their departure. This would add to the cleanliness of the prison. There is a good library; and a jail physician is on call. The health of the inmates seemed good, and there were no complaints. Religious services are held every Sunday by the Rescue Mission. It is very necessary that a civilian cook be employed. Fresh vegetables and milk are received from the county farm. The present heating system is thirty years old and very inadequate. The plumbing system is almost worn out.

Oneida County Jail, Rome

The sheriff is A. W. Pickard.

The jail was reasonably clean throughout. Oneida County should discontinue the use of two inadequate non-fire-proof jails and construct a new one midway between Rome and Utica, to provide healthful living quarters and also for the proper separation and classification of prisoners. The new jail should be located on a site sufficiently large and of such character to permit farm work by prisoners. An immediate need in the Rome jail is a hot water heater. There is also need for painting in the women's quarters, trustees' room, jail office, and the kitchen. The bed springs also throughout the jail should be painted. Some progress has been made apparently in accordance with recommendations by the Prison Association: toilets and shower-baths have been installed, and also bathtubs in the women's quarters. Laundry tubs have been provided in each corridor. Inmates are no longer permitted to handle their own money, but must deposit it with the jailer and draw it out as needed. The old kitchen has been done away with and nothing remains in the cellar but the old boilers.

Venereal disease cases are isolated. No buckets are used in any part of the jail. Prisoners are made to bathe at the time of admission, and weekly.

Onondaga County Jail (Branch), Syracuse

The sheriff is Edward G. Ten Eyck.

Cleanliness prevailed throughout the jail. The sheriff promised to arrange for more reading matter, and also for religious services. There is still need to provide jail uniforms, to make for the personal cleanliness of the inmates and also for the general cleanliness of the jail. Gratings should be placed on the jail windows to prevent escapes and the passing of contraband articles.

It was stated that the authorities are planning to install shower baths, the need of which has been mentioned frequently in our previous reports. Also to open up the partition on the first floor, between the two sections on that floor, to permit better observation of prisoners.

Ontario County Jail, Canandaigua

The sheriff is R. H. Gulvin.

Conditions of cleanliness and segregation in this jail were satisfactory. The old stone shed was being turned into a garage by inmate labor for county use. Work on the stone quarry has been abandoned. In our previous reports it has been necessary to criticize the stone breaking as an unprofitable and un instructive utilization of labor. Inmates work on the county poorhouse farm, the county grounds, and in the new jail garden. The third floor of the jail is not being used for inmates, but the wooden stairway from the second to the third floor should be replaced, as stated in our previous reports, with an iron one. There is a jail library. A jail physician is on call; and religious services are held every Sunday by the Salvation Army. The old agate-ware eating utensils are fast

wearing out. It would be well to replace them with aluminum for both cleanliness and durability. Sheets and pillow cases should be furnished inmates. The consideration of placing outside wire mesh screens on windows of west corridor, first floor, to prevent the passing of articles from the outside, is offered. The inspector was informed that the prisoners' clothes are sterilized on entering the jail, and that they are then supplied with prison clothes, overalls and jumpers, and their own clothes put away until they are discharged, as per our previous recommendations.

Orange County Jail, Newburgh

The sheriff is W. M. Leonard.

A satisfactory condition of cleanliness prevailed in this jail. Prisoners are used in keeping the county grounds in order and work on the county farm. On the day of inspection the board of supervisors met and decided to close this jail because of the small number of prisoners. The one at Goshen will be used.

Otsego County Jail, Cooperstown

The sheriff is Benjamin F. Van Zandt.

There is a small library; and religious services are held occasionally. A jail physician is engaged. The inmates are kept busy working on the county grounds and buildings and on the county farm. Sheets and pillow cases are furnished in this jail, and a satisfactory condition of cleanliness prevailed. Wire mesh screens should be placed on the outside of windows on the ground floor to prevent communication from the outside and the passing of articles.

Rensselaer County Jail, Troy

The sheriff is Buddington Sharpe.

An exceedingly unsatisfactory condition of cleanliness prevailed at the time of inspection, especially on the first

floor. The condition of the inside of the cells was loathsome. The mattresses were badly soiled, torn, and covered with vermin. The spaces underneath the mattresses were used as scrap baskets. The utility corridor was filled with refuse, newspapers, etc. This is practically a new jail, and there is no good reason for uncleanness. The sheriff is responsible for this condition, and it is up to him to see that the jail is clean.

The segregation of male prisoners was absolutely disregarded. However, the provisions of the law were carried out before the inspector left. The women's department was very clean and in good order; also the kitchen and the sheriff's office.

Richmond County Jail, Staten Island

The sheriff is William K. Walsh.

All parts of the jail were clean. The inmates are kept at work as much as possible during the winter at cleaning and painting. In the summer there is some work in cultivating the small garden. There is a prison physician on call, although every new inmate is not examined at the time of admission; this should be done. The supply of hot water is inadequate and the necessary apparatus should be installed. Several of the men awaiting trial had been held 192 days, owing to the fact that there is no summer session of the grand jury. Several years ago it was arranged, pursuant to our suggestion, to hold a summer session of the grand jury if the population warranted it. More frequent sessions should be held. A jail wall or a fence should be built so as to permit outdoor exercising of prisoners.

Schenectady County Jail, Schenectady

The sheriff is David Manning.

The jail was very clean throughout, and it is evident that the management is striving to comply with all the require-

ments. Only two meals a day are served: one at 9 A. M. and the other at 2 P. M. While the quantity served at each time is apparently sufficient, nevertheless the practice which prevails in practically every jail in this State, of providing three meals daily, should be followed. The jail yard should be used regularly for the exercising of prisoners. A mess-hall should be established in the basement so as to do away with the serving of food in the cells. This has been successfully tried out in other jails.

Seneca County Jail, Waterloo

The sheriff is Charles D. Seeley.

The jail is usually in charge of the under-sheriff, the sheriff spending most of his time at Ovid. Mr. O'Connor, the under-sheriff, has been doing the sheriff's work for some years. The cleanliness and general equipment were very satisfactory. The system for the treatment and care of prisoners upon admission is exemplary.

Schoharie County Jail, Schoharie

The sheriff is George Oliver.

This exceedingly small, old-fashioned jail remains. Cleanliness prevailed at the time of inspection. There is need for paint on the iron-work throughout the jail.

Suffolk County Jail, Riverhead

The sheriff is John F. Kelly.

Cleanliness and order were found in all parts of the jail. The inmates had no complaints to offer as to their treatment. Religious services are held every Sunday. There is a jail physician on call. The jail yard is not regularly used for the exercising of grand jury prisoners. Some of the sentenced men are sent to the county farm daily and are returned to the jail at night. It was stated by the sheriff that upon admission all prisoners are examined

by the prison doctor, bathed, and given jail uniforms. In accordance with our previous recommendations, sheets and pillow cases are now provided for inmates. There is a paid matron on duty.

Tioga County Jail, Owego

The sheriff is Arthur E. Hunt.

The jail was clean throughout. The sheriff's wife does the cooking for the prisoners but does not act regularly in the capacity of matron, so that very frequently the female prisoners are under the direct care of the undersheriff. This condition should not prevail. Most jails now have a matron. This is a modern-type jail, and should be further improved by the installation of a washing machine.

Tompkins County Jail, Ithaca

The sheriff is Charles Green.

The jail has recently been painted throughout, and at the time of inspection cleanliness prevailed. Three meals are served daily, and the prisoners seemed satisfied with the food and their treatment. A grand jury prisoner and a man serving a sentence were found together in the same part of the jail. This, of course, is a violation of the law, and was brought to the attention of the sheriff, who promised to separate the men.

Ulster County Jail, Kingston

The sheriff is Wright J. Smith.

This jail was clean. No complaints were made by the prisoners relative to food or treatment. The jail has been recently painted and new toilet seats installed. The latter improvement has been a long-standing need, as pointed out in our previous reports. This improvement is gratifying to us.

Westchester County Jail, White Plains

The sheriff is C. E. Nassitter.

Although this is an old jail, it has always been gratifying to find a high condition of cleanliness throughout. Prisoners receive three meals daily; and there is a jail physician on call. Religious services are held regularly. There is a good library. There is need for more paint on the iron-work. It was stated that this has not been done for eight years. The inspector found three minors in the institution: one, under indictment for murder, was isolated from adult prisoners; and another, under indictment for murder, was with adult prisoners on the upper tier; the third, indicted for burglary, was also with adult prisoners on the lower tier. The warden informed the inspector that this was done by order of the district attorney, who wished to separate the boys, and that he had followed instructions as best he could with the facilities available. While in this instance the separation of the boys was probably necessary, it is very important that as a regular procedure section 92 of the County Law, relative to the separation of prisoners, should be strictly observed.

Wyoming County Jail, Warsaw

The sheriff is John Simons, Jr.

All parts of the jail were clean. A jail physician is on call. The shed immediately adjoining the jail on the north side is unsightly; presents a fire danger and shuts out much light. It should be removed. This has been recommended in all our previous reports. The county should begin condemnation proceedings if the owners of the shed refuse to remove it. The tubs in the laundry are worn out and should be replaced by new ones. Prisoners, upon admission, should be examined by a physician, and after thoroughly bathing should be supplied with a jail uniform.

consisting of overalls and jumper, and their own clothing should be fumigated and stored away until the time of their release.

Monroe County Penitentiary, Rochester

The superintendent is William H. Craig.

There have been no changes in the physical equipment of this institution. Cleanliness prevailed throughout. The farm used in connection with the penitentiary provides employment through the year for a limited number of prisoners. In addition to about 450 acres, mostly under cultivation, there is a herd of 55 Holstein cows, 175 hogs, and about 1,000 white leghorn hens. The farm is equipped with a model cattle barn, hen house, and stable, all kept in perfect cleanliness and order. The superintendent is to be commended on the conduct of this branch of his activities.

According to the superintendent's 1919 report, this farm showed a net profit of \$12,345.21.

The number of inmates on the day of inspection was small, consisting of 61 men and 5 women. A small number of the above were minors. Due to shortage of help on the farm this summer, the keepers were obliged to turn in and work.

The plan for an indeterminate sentence law, embodied and recommended in our 1916 report, has not been put into effect.

The minors are not separated from the adults during the day. The superintendent claims that this was done when the population was larger. He and his assistants are well aware of the law regarding this, but are not complying with it.

There seem to be adequate bathing facilities, and your inspector is informed that each man has an individual towel.

The old practice of the principal keeper acting as a doctor and examining the new admissions still prevails.

No matter how skillful the head keeper may be, we still feel that a physician, drawing a salary from the county, no matter how small, should make daily visits and should examine all new admissions. Should the population increase materially, we believe there should be a resident physician attached to this institution. It is claimed by the authorities that there is very little sickness here, and that there have been only four deaths in twelve years.

It was pleasing to find no bugs in the cells.

The use of dark cells for solitary confinement, it was stated, has been abolished. The superintendent told the inspector that he put the refractory prisoners in striped suits for punishment, and found this method of discipline most effective. While this is much better than solitary confinement in dark cells, it should only be used, if at all, after trying other methods, such as deprivation of letter writing, visits, etc.

An electric power mixer has been installed in the bakery on our recommendation. The bread and rolls for the jail and other county institutions are baked in the penitentiary and seem to be of excellent quality.

The engineer is still acting as Bertillon clerk. We have made numerous recommendations for the employment of a Bertillon clerk.

The superintendent informed the inspector that sufficient periods for conversation and relaxation were allowed the inmates. There were no complaints regarding this. Some of the inmates criticised the food, but on investigation this criticism seems unwarranted.

The agate-ware eating utensils are chipping very badly, making them unsightly. Aluminum ware is preferable.

Onondaga County Penitentiary

The superintendent is C. H. Livingston.

A condition of cleanliness and order prevailed throughout the institution. No arrangements are made to provide

book-schooling for minor offenders. The practice of clipping the hair of all inmates upon admission to the penitentiary seems quite unnecessary. It is not practiced in the State prisons or any other penitentiary in this State. The jail prisoners should be permitted to use knives and forks. The present precautions seem quite unnecessary. Prisoners in the State prisons and reformatories are allowed the same type of eating utensils as are provided to free people. The penitentiary prisoners in this same institution are allowed to use knives and forks. Work on the farm, quarry, and the roads should be further developed. Outdoor exercise should be allowed for women prisoners.

Auburn Prison For Men, Auburn

The warden is Colonel E. S. Jennings.

The antiquated cell blocks are still in use. New cooking equipment should be installed because the present outfit is badly worn and inadequate. It seems necessary that a physician be at the institution at all hours. Under the present plan, the physician and his assistant are present only during the day and are subject to call at night at their homes outside the prison grounds.

There is need for better accommodations for visitors. On the day of inspection there were from fifty to seventy-five visitors who had to wait and visit with the prisoners in a very small anteroom.

In accordance with recommendations made in our previous reports, the following improvements have been made: Better ventilation in the bake-shop; cookies and cakes are no longer stored in the kitchen; the kitchen is now free from roaches. The gallery rails in the north wing have been reinforced and the cell walls are being enameled white. The mattresses and blankets are being sterilized; new toilet compartments are being installed in the shop buildings; automatic sprinklers have been provided in

the dye and wool shops and work is under way toward providing safety devices on the various kinds of machinery in the shops.

New York State Reformatories at Elmira and Napanoch

The superintendent is Dr. Frank L. Christian.

The population of both institutions during the year continued much below the former averages. The daily institutional activities were necessarily reduced because of the small number of prisoners. The reduction in population has been due to the good industrial conditions and also to the wider use of the probation system throughout the State. The latter cause has not only affected the institution numerically, but has also brought about a distinct change in the character of the young men coming to the reformatory. It is now claimed by the superintendent that the type of young men received is much inferior to those of former years.

Excellent work has been conducted by the department of research of the institution in determining the mental and physical status of inmates and in a study of their social life. The information thus gained has not only been put into practice in the treatment of the boy in the institution but has also been used in dealing with the boy during his period of parole. This is a decided forward step, and the practice should be adopted in all reformatory institutions. It is quite important that the inmate undergoing treatment should be thoroughly known to the staff, if a sensible and intelligent treatment is to be administered.

The old stone cell blocks are a drawback to the institution. Of course, it will require considerable money to install an up-to-date cell block, but eventually this should be done. Additional farm land should be acquired. The interior of the cells should be painted instead of white-washed.

Some progress has been made in accordance with recommendations in our previous reports: 176 toilets have been installed in cells, and work is going on to make the same improvement in 275 additional cells.

The following institutions are under the control of the Department of Correction of the City of New York. The Commissioner of the Department is James A. Hamilton.

Penitentiary, Blackwell's Island

The warden is Joseph McCann.

This is the receiving and classification station for the Department of Correction of New York City. Upon admission, clothing and valuables of the men are removed and stored; after bathing, they receive prison clothes and are examined by the hospital staff. They are then brought before the warden, who questions them in regard to their qualifications for work, family history, etc. On the basis of this examination, the warden designates the place and work for which the individual is best fitted, and forwards his findings to the New York City Parole Commission. That body interviews the man, then further investigates if necessary, and at a meeting of the Board votes on the number of marks to be given. For those sentenced to the penitentiary, the approval of the committing judge must be obtained prior to release.

The drug addicts are sent to Riker's Island, older tubercular patients to Hart's Island, and the younger tubercular patients to the New York City Reformatory at New Hampton Farms, Orange county.

The old bucket system is still used, and toilets in each cell are badly needed. The cells are very small. We are informed that new mess-tables have been allowed and are

to replace the old ones. The cleanliness throughout the institution was most satisfactory.

There is a serious shortage of keepers. Additional and younger men are needed. The present night force is inadequate.

Some farming is done. All industries, except the manufacture of spindle brushes, have been removed to Hart's Island.

There is a good library which is well patronized. The warden gives it his special attention.

A good commissary system is in operation. All the bread is baked here for the different institutions in the department, except the New York City Reformatory which is removed from the city limits.

The hospital is well equipped. There is a resident doctor, and three resident internes. Also a dentist who does all the work at the penitentiary at Riker's and Hart's Islands. There are also three visiting surgeons of high standing, and all major operations in the department are performed at the penitentiary hospital.

The punishment cells have adequate light and air and are said to be seldom used.

The inmates suffering from venereal diseases are in a wing by themselves, and their food is carefully handled.

A matron comes down each morning to search women visitors, to prevent the smuggling of drugs or other contraband.

Municipal Farm, Riker's Island

The warden is Harry C. Honeck.

Only drug addicts are sent here to serve sentence. There were 279 on the day of inspection; 116 of these were from the penitentiary and 163 from the workhouse. About 45 of this number were in the hospital. There is only one resident physician, and no medical or nursing assistants.

At least two additional physicians, three nurses, and three orderlies are needed; and also the services of a dietitian. There is apparent need for an increased number of keepers. At present, one keeper has charge of a dormitory of 75 inmates at night. This is a serious situation which is further aggravated by the lack of proper patrol of the island during the night.

The keepers complain of long hours and insufficient pay. The lighting facilities are so bad that the inmates find it difficult to read during the late afternoons and evenings of the winter months. The warden is endeavoring to discharge his duties satisfactorily and to make progress with the construction work.

Branch Workhouse, Hart's Island

The warden is Michael Breen.

On the day of inspection the population was 582. Quiet and order prevailed and most of the prisoners were at work. The old dormitory buildings which have been in use for more than fifty years are usually overcrowded. In some instances the space between the beds is only about twelve inches. Due to a shortage of keepers, there is only one keeper in each dormitory at night. There should be two keepers in each dormitory.

The establishment of a pavilion for tubercular patients is one of the best improvements that has been made on the island for many years. The resident physician has taken special interest in this work and seems to be making the utmost effort to obtain the best results. Patients receive as many as four eggs and a quart and a pint of milk, each, every day. The doctor stated that 52 per cent of the cases become arrested during an average stay of six months. There is need for three hospital assistants to work with the doctor. In addition to the present accommodations, a wing should be built on the east side of the

pavilion corresponding to the west wing, to be used for the segregation of the very sick tubercular prisoners, who now endanger by reinfection the lives of those not so well, and who also need more rest and quiet than they can obtain at present in the large ward.

There should be seven additional keepers for the night supervision of dormitories, also two keepers should be available to patrol the shores. Additional keepers are needed in the shops during the day. The warden stated that it would be of benefit if the steamboat "Correction," which comes to the island each day, were cleaned by the crew instead of by inmates of the institution, so as to prevent the smuggling of drugs and other contraband.

Many of the agate-ware eating utensils were badly chipped. Aluminum ware, for both cleanliness and durability, is suggested. The walls in the dormitories of the administration building are still in bad condition, and there is no use to repair them until repairs have been made on the roof. More towels, sheets, and pillow cases are needed.

Building No. 2, which has been described in our previous reports as unfit for use and a fire danger, has been demolished.

Inmates are permitted to purchase tobacco from the Commissary. It would be humane to furnish the old men on the island with free tobacco up to fifty pounds a month, in the aggregate.

Religious services are held regularly by the different chaplains. There is a good band, and there are about ten baseball teams. The men have movies in the winter months, but in the summer prefer outdoor recreation. There is a good library which seems well patronized.

It is important that the city arrange for additional cemetery ground, as it is estimated that the remaining available space will be sufficient only for about six months.

Workhouse, Blackwell's Island

The superintendent is Mrs. Mary M. Lilly.

This institution is designated by law as a hospital, but is really used as a prison. The population consists of whites and blacks, some of whom are feeble-minded, tubercular, drug addicts, and venereally diseased. Some of the drug addicts are held on voluntary commitments. The number of prisoners varies from 200 to 250. Young and old women are confined for a period of from five days to three years. The old cell block was built in 1852 and contains 104 cells. The cells have large windows but no toilet accommodations or running water. The building is decidedly non-fire-proof. While some effort is made to separate the tubercular and the drug addicts and those suffering from venereal diseases, by assignment to separate tiers at night, yet there is unpreventable commingling during most part of the day. Satisfactory segregation and classification is wholly impossible in this old building. Inmates are locked in their cells from 4:30 in the afternoon to 6:30 in the morning, and are allowed only half an hour daily for open-air exercise, when the weather permits. The absence of satisfactory toilet accommodations, and the placing of more than one person in a cell for such a long period, and under very limited supervision, is unhealthful and a detriment to reformation. There is no compulsory school of letters, nor is there any effort toward vocational training other than a slight attempt at sewing. There is nothing in the daily routine which tends toward the education and moral betterment of the offender. Only recently a library was installed. There is an inadequate number of keepers.

Continued delay in the completion of the buildings at Greycourt, and the south wing of the workhouse, is the basis for strong criticism of the present administration.

There has been too much delay in making necessary appropriations.

Raymond Street Jail, Brooklyn

The warden is Robert Barr.

A satisfactory condition of cleanliness prevailed throughout. The inspector was impressed with the quiet and order in the institution. This prison is only used for prisoners awaiting trial. Many of them were engaged in reading. There is a good library. A coat of bright paint was being applied on the iron-work and side walls throughout the prison.

Owing to the fact that the Cumberland Street hospital has no prison ward, it seems most urgent that a small emergency hospital be established in the prison to take care of acute cases, especially during the night. The work on the warden's house should be continued. A screen for visitors, similar to the one used in the male prison, should be constructed in the women's department. In accordance with our previous recommendations, the plumbing system has been overhauled. New bathing facilities and wash-tubs have been installed. Prisoners serving sentence, who were assigned to this institution to work, are given the same outdoor exercise privilege as the court prisoners. The cleaning and distribution of blankets is properly attended to. Sheets are supplied to all prisoners. The warden has given special attention to library facilities. New books are received every Tuesday.

City Prison, Queens

The warden is Frank W. Fox.

Satisfactory cleanliness and order prevailed in this institution. The present plan of feeding the inmates at benches on the ground floor of the cell block would be more satisfactory by the construction of a new building to include

a mess-hall as well as a kitchen. There is an inadequate number of keepers, which results in long hours and over-work for the present staff. There are no screens to keep out flies and mosquitoes except in the kitchen and store-room. These should be furnished throughout the entire prison. In order reasonably to assure the safe keeping of inmates, electric lights should be placed in the large prison yard and on the wall. At present it is necessary to send the blankets to the penitentiary, because there is no sterilizer in the prison. A small sterilizing apparatus should be installed for the clothing of prisoners as well as for blankets, etc. Daily, when the weather permits, prisoners should be allowed to exercise in the yard. Conversation with numerous prisoners did not bring forth any complaints as to food and treatment.

City Prison (Tombs), Manhattan

The warden is John J. Hanley.

The population in this institution during the year has been unusually low. Painting is now being done. This has been a long-standing need. The atmosphere of the institution is so gloomy that the impression is always given that there is more need for cleanliness. However, it does seem that the warden, who is a very conscientious man, is trying to do good work under very difficult circumstances. The institution has been in use for some time, and if it were to be rebuilt, many changes would be made. There was a complaint from some of the matrons in the women's quarters as to the number of hours a day which they are compelled to work. Their contention is that the same number of working hours do not prevail for all matrons in the department; for example those in the Kings and Queens County jails work only eight hours.

Sixth District Prison Pen, 161st street near Third avenue

The warden is Peter Mallon.

This prison is in the basement of the Courthouse building. The quarters are dark and gloomy. There is some dispute as to who should do the janitor work. The janitors of the Courthouse building feel that the employees of the Department of Correction should be held responsible for the cleanliness of the pen quarters. This results in the general neglect, a condition which should not be tolerated. No matron is assigned, and there is no place for women prisoners to sit except right out with the keepers and the sheriff's representatives. This is distinctly bad; it is likely to cause an injustice to both women prisoners and the male employees.

Painting is needed throughout. The toilets need to be disinfected and thoroughly cleaned and painted. A matron should be appointed without delay, and a space set apart for toilet facilities for women prisoners.

Seventh District Prison (55th St.) New York City

The keeper in charge is George S. Anton.

Witnesses are no longer held in this prison. Due to the illness of the head keeper and the death of one of his assistants, there has been a serious shortage in the staff for some time. This has worked hardships among those members of the staff who were able to be at work.

The plumbing in many of the cells is defective, and the basins are badly worn and unsanitary. Aside from the toilet bowls, a satisfactory condition of cleanliness prevailed throughout the prison. The inmates offered no complaint as to food or treatment at the time of inspection.

RELIEF BUREAU

REPORT BY ROSWELL SKEEL, JR.

“ Why spend money on the wife and children of a law-breaker? If he does not think enough of them to keep out of jail, let them go! It is an avoidable situation.”

This is what a friend said of “ my job.” He had quite lost sight, however, of the dual purpose of sending an offender to prison, that is, punishment and bringing him out better than he goes in. What could make a man more hopeless and anti-social than to deprive his wife of her children and thus break up his home, when she is entirely blameless? And who is more in need of a helping hand than the young mother, suddenly deprived of support, depressed and humiliated by the disgrace of having her husband in prison, and often so saddened at heart? Many a one has broken down before me, saying, “ I just feel as if I could not stand it any longer, unless I have some one to help me.” It is the tragedy of the convict’s wife.

“ Twenty years to life ” is what the lawyer told young Mrs. A., as she stood outside the courtroom door waiting for the words she could not hear. Her husband had been “ away ” some time, when we found her living in one small room in a cheap rooming-house with her little daughter, two years old. She was working in a factory for twelve dollars a week. She “ had lost fifteen pounds since he went away,” and her health was failing. We paid her rent for a while, when she was too ill to work full time. Through our advice and plan she secured a place at service with her child, in the country not very far from the prison. She is now well and comparatively happy.

The husband of young Mrs. B., “ doing five years,” asks to see me on one of my visits to the “ Bastile-on-the-Hudson.” He says his wife is sick and in need. He

never took out any naturalization papers, so she cannot get state aid. She calls during office hours with her infant child, in answer to my letter. She is a frail little thing, twenty years old, and her baby of seven months looks but a month old. She is living with her parents, but as she married against their wishes they are "sore on her," as she expresses it, and won't keep her unless she pays. She pawned everything she had, and cannot work because the baby is so delicate that he needs her constant care. She says she has no appetite, and that her nerves have gone to pieces. We secured admission for the baby to a hospital where it is being treated for improper feeding, and have requested its admission to an infant's convalescent home for observation and convalescent care. The mother has gone to work in a factory as a learner on bead work. We have sent her for examination to a physician who is a personal friend of the writer. He reports that he can find no organic disturbance, and that her run-down condition is probably due to the change in the circumstances of her life. She will not go to the country, insisting that once the baby is getting better and is cared for she will be able to work "right along." But through a gradually increasing influence over her we hope finally to send her to the country for the rest she so much needs.

Young Mrs. F. lives with her little girl in two rooms. She has an allowance of eighteen dollars per month from the Board of Child Welfare, and a charitable society also helps her. In a fit of rage her husband threw her out of the window, so injuring her spine that she has to wear a plaster cast, and she will probably be a cripple for life. She is so discouraged that she will hardly listen to a word of cheer. But we shall ask some one of our friends to take her out for an automobile ride, and we shall back up the nurse in trying to persuade this poor girl to take up some handicraft, and I will see her husband when I

go to the prisons up the State, and ask whether his relatives will not help pay the storage bill on the furniture.

We have a hundred or more families to whom we are giving money or counsel and advice, and for many of whom we are making plans to improve their condition. They come to us with every kind of request, even to the young wife who says: "Tomorrow you are going to see my husband in Dannemora. I have written him about everything, but he wants to have a talk with you. He has not seen me in ten months. Please tell him I am still a good-looking girl." Another one of our young mothers, who has one child at home and one committed to an institution, comes in to say that it is three months since she has seen the little one who was committed and boarded out, and she is so worried she does not know what to do. A telephone message to the institution arranges that young Mrs. R. shall see the baby next Saturday. "Oh, I am so glad!" And she goes on her way rejoicing.

Another wants a separation from a worthless husband; another needs an operation. We consider all the children in our families from the health viewpoint, and frequently they are referred for operations or medical examination or convalescent care. Sometimes we have to take them ourselves to the clinics. In short, we endeavor to have these young mothers feel that we are their friends, and that they may ask our help or advice in all matters. *The demand upon us for relief for these poor families is far in excess of our supply of money, so we are constantly compelled to apply to other organizations to supplement our own funds.*

I make periodic visits to the New York penitentiaries on Blackwell's and Hart's Islands, and to Sing Sing, Great Meadow, and Clinton prisons. Great Meadow prison is at Comstock, about seventy miles north of Albany; and Clinton is at Dannemora, about twenty miles west of Plattsburgh. I see all the prisoners in whose families we are

interested, and a good many new applications for assistance for prisoners' families are made during these visits. On a recent visit to Sing Sing one of the guards said to me, "There are ninety waiting to see you, so you had better hustle." At my last visit to that prison I arrived at 9 o'clock, and did not see my last man until about 6 o'clock in the evening. I must steadfastly refuse to take up the cases of the many who are "innocent," to "write to the Governor in their behalf," or to appeal to the Superintendent of Prisons to "get me back from Dannemora to Sing Sing, so I can see Mary and the children." The prisoners who know me know my stand on these questions. All kinds of messages and instructions are sent to their families, of all of which I make a note so they shall not be forgotten.

We have several families whose husbands are confined in the State Hospital for Insane Criminals at Dannemora. The wife of one of these men, Mrs. W., has steadily refused to believe that her husband is insane, and has persisted in believing that he is soon coming home to take care of her, so that there is no necessity of her making definite plans to secure permanent work and care for herself. This man showed me several pieces of bread which he took from his pocket, declaring that they were poisoned; and produced from his other pocket a large wad of paper which he said he used to cover his mouth, when he went to bed, to prevent being suffocated by the fumes of the chloroform which the keepers nightly poured in his bed. I had a long conversation with him, and after repeating it in detail to his wife, I believe that she is so nearly convinced of his insanity that she will now go to work and maintain herself.

Another man in whose family we are interested spent a year and a half in the condemned cells awaiting electrocution, and was then declared insane by a commission in lunacy. His wife asks me to see him, and to tell her how

he is, and she asks whether he will be electrocuted if he regains his reason.

All the prisoners who are tubercular are sent to the new hospital in Dannemora. As soon as a wife knows that her husband has been transferred there she is, of course, most anxious to know of his condition, and I am able to get reports on the health of each man when I visit at this hospital and see the superintendent or the doctor. In some instances, where the wife is very anxious to get the husband out and he is very anxious to come out, I strongly advise his staying until his lungs are healed, explaining that he could not be in a better place to effect his cure if he were free and were sent to some sanatorium. This hospital is modern and is well run, and the air is very salubrious.

After the husbands come back from prison, my aim is to pay occasional friendly visits to the home, with a view of having all the family feel that if anything goes wrong, or they have need of any help, they are to come to see me or send for me. The whole purpose of our Relief Department is to care for the prisoner's family and his children and to keep his home together, thereby influencing him to go straight after his release. I tell all the men when they come home that it will be a real personal grief to me if they again commit a crime. Of the 43 discharged prisoners who have come home in my term of office, only one has gone back to prison, and he is a drug addict. How much my influence may count with these men it is impossible for me to say, but they always seem glad to see me.

Perhaps our readers will be interested to know of the law which went into effect on July 1, 1920, providing that the children of a prisoner confined in the State prison under a sentence of five years or more are eligible for an allowance from the Board of Child Welfare if the prisoner is a citizen or has taken out his first papers within five years of the date of his sentence. We posted a notice in

three of the prisons about this law, saying that applications by the prisoners could be made to me for the allowance. So far, we have sent 79 prisoners' wives to apply for these allowances. Awards have been made totaling about \$1,700 per month, or about \$20,000 a year. Seven applications have been disallowed, because of the mother's being adjudged self-supporting, and one application was disallowed because of the mother's being adjudged an improper guardian. Our services have consisted in instructing the mother how to secure the papers and giving her information necessary to present her claim, and in looking up birth or marriage certificates and naturalization papers, and in preparing affidavits. In one instance we discovered that a young couple having two children had not been married. With the aid of the Catholic chaplain, the prisoner was brought down to New York under guard and married in church.

Through some special donations we have been able to secure the very efficient services of Mrs. Alice F. Hore as assistant visitor for our Relief Department. For twenty years she was on the visiting staff of the Association for Improving the Condition of the Poor. As volunteers, Mrs. B. Talbot B. Hyde and Mrs. Alfred Adler have given us very helpful and efficient services.

The cases in our office records are divided into four classes: Those to whom aid is being given or has been given; those to whom counsel and advice has been given, but no money; those who have been sent to the Board of Child Welfare; those in which the man is at home from prison. At the present time we are carrying as open cases 205 different families, of whom most are receiving from us counsel and advice. Many of our closed cases will come back to us for some kind of help or advice.

Our territory covers all of Brooklyn and the Bronx and Long Island City as well as Manhattan, so that we often have long city distances to travel between visits. During

the period covered by this report 1252 visits were made to families, relatives, men in prison, and agencies. We are in constant co-operation with the Association for Improving the Condition of the Poor, the Charity Organization Society, the United Hebrew Charities, and the Henry Street Settlement Nurses, as well as other agencies. Our work includes a great deal of detail and correspondence. In spite of occasional failures, we feel that it is well worth while. In addition to material assistance when needed, our aim is to cheer and encourage and to protect these young women and children, and in a great many instances we know that we succeed. And we have faith that our efforts will to some extent reduce crime, and to such extent the taxpayers' bills for the support of prisons and prisoners will be reduced. But we are inspired chiefly by the knowledge that we are fighting the demon of human misery, and helping to increase the sum of happiness and well-being.

LEGISLATIVE ACTIVITIES

The legislative activities of the Association are centred at Albany during the session of the Legislature. They consist in appearing before the various committees of both houses in support or in opposition to bills in which the Association is interested. Also in personal contact with members of both houses, relative to bills.

At the request of the Prison Association, three bills were introduced—one providing for the commitment of misdemeanants to the Elmira Reformatory (see page 26). The second, a bill repealing section 1940 of the Penal Law, and amending section 1941 by striking out all reference to petty larceny. This bill became chapter 571, and its purpose is to remove the conflict which existed between the two older sections and section 2189. Sections 1940 and 1941 in their original form permitted the sentencing of a person who had previously been convicted of a misdemeanor to

a definite sentence in a State prison upon conviction for felony. This was contrary to the provisions of the later section, 2189, which provides very definitely that a person convicted for the first time of a felony shall be sentenced on an indeterminate sentence. The third bill, which now constitutes chapter 726, was in behalf of a young man who lost his arm while working in the weave shop of one of our State prisons. This new law authorizes him to present his claim against the State to the Court of Claims. It was alleged that he had been commanded by a prison keeper to perform a hazardous task. In obeying this command, through no carelessness of his own, he lost his arm. Had he been employed by a private manufacturing concern, he would have been well provided for by the Workmen's Compensation Act. This act, however, does not apply to inmates of penal institutions; and therefore, in order to obtain compensation for the prisoner, it was necessary to invoke legislation.

The Prison Association supported the following bills, which were enacted into law:

1. An amendment to sec. 18, Article 6, Constitution, authorizing the Legislature to establish children's courts and domestic relations courts, as separate courts or parts of existing courts, and to confer upon them such jurisdiction as may be necessary. The chief feature of this amendment will be the establishment of a procedure similar to that used by the English Courts of Chancery, that is, a non-criminal procedure adhering to the broader rules of equity rather than to common law.

2. Chapter 53, which amends the Mental Deficiency Law, is in relation to the State Farm for Women. The law transfers the jurisdiction of the State Farm for Women at Valatie to the Commission for Mental Defectives.

3. Chapter 35. This is a law removing the arbitrary restrictions as to the number of guards that shall be

available for a certain number of prisoners at each prison. The restriction was unnecessary and was the cause of confusion.

4. Chapter 170 amended the Prison Law permitting the employment of inmates of State reformatories on the public highways.

5. Chapter 513 amended the Prison Law increasing the compensation of guards in the State prisons and reformatories, and of attendants in State hospitals.

6. Chapter 847 amended the Penal Law in relation to the commitment of juvenile delinquents. It provides that when a juvenile is convicted in any place or locality where there is a humane society, or other similar organization or association with authority to care for children, such children shall be temporarily committed to such society or organization until conveyed therefrom to such institution. It further provides that if there is no society, organization, or association available for the detention of such children, it shall be the duty of the officer charged with the conveyance of such child to said institution to cause the child to be conveyed thereto immediately.

7. Chapter 308 amended section 208 of the State Charities Law by providing for the temporary commitment to a humane society of females committed to an institution.

8. Chapter 774 amended the State Charities Law and established a division for mentally defective delinquent women at Bedford Hills, and authorized the commitments of all prisoners from other institutions for delinquent or criminal women over the age of sixteen, controlled and supported by the State. It authorized the board of managers of Bedford to set aside a suitable portion of property at that institution to be used for the division for mentally defective delinquent women, and also authorized the board of managers to acquire for the use of such division, by a lease or rental, the property known as the

Laboratory of Social Hygiene, for a period of not less than two years. This law is an opening wedge for the segregation of the delinquent female mental defectives, and is a step in the direction of custodial care.

9. Chapter 844 amended the Inferior Criminal Courts act of the City of New York, and authorized the establishment in any borough of a probation court by which prisoners placed on probation by a magistrate shall be dealt with.

10. Chapter 363 amended the Prison Law which permits convicts whose sentence expires on a holiday or Sunday to be released on the preceding day. The law previously provided that the release should be made on the following day.

11. Chapter 163. To abolish the Board of Inebriety of the City of New York, and transfer its powers and duties to the Department of Correction. The Board of Inebriety can be well dispensed with, and the property heretofore under the jurisdiction of such board can be used to greater advantage by the Department of Correction in developing the farm treatment of delinquents.

The Prison Association favored the following bills which were not enacted into law:

1. An attempt was made to amend the Prison Law so as to allow \$25 in addition to clothing to each prisoner at the time of release. The new feature of the bill was that the sum of money was to be increased from \$10 to \$25.

2. Bill to re-establish New York State Training School for Boys, and to provide for securing or selecting site for such school. The institution was to be within a radius of one hundred miles of New York city. Its general purpose was to provide the same opportunities for boys in the eastern end of the State as are now afforded for the boys in the western part at the State Agricultural School at Industry.

3. Bill to amend the Penal Law, providing for the commitment of women over the age of sixteen to the Reformatory for Women at Bedford, or to the Western House of Refuge. The purpose of the bill was to eliminate the use of the Women's Prison at Auburn, and to make possible the reformatory treatment of females who have heretofore been sent to the Women's Prison at Auburn.

4. Bill to amend the Code of Criminal Procedure making it mandatory that a salaried probation officer be appointed for each county in the State, such appointment to be made by the county judge, subsequent to civil service examination.

The Prison Association opposed the following bills:

1. To amend the Greater New York charter in relation to the Department of Correction. The purpose of the bill was to divide the members of the Department of Correction into three general classes; namely, clerical force, stable force, and the uniformed force. The bill made no provision for physicians, psychiatrists, etc. It did not originate from the office of the commissioner. Upon inquiry it was found that he knew nothing about it, and was apparently little interested. His explanation was that it was an administration bill. The inference is that it came from the Mayor's office. It seemed ridiculous that a bill affecting the Department of Correction should be introduced and urged without the knowledge, consent or support, or the disapproval, of the Commissioner of Correction. This bill failed of passage.

2. An attempt was made to amend the Insanity Law with relation to the transfer of certain insane convicts to State Hospitals for the Insane. The bill would have changed the phraseology of the law relating to the Danemora State Hospital. The purpose and need for such a change was not apparent. If the bill had become a law, it would have resulted in further crowding some of our

State Hospitals for the Insane, and probably in sending certain types of the criminal insane to hospitals not especially equipped to care for them. There were undesirable features in the proposed law, such as the personnel of the group to determine the insanity of an inmate for transfer, and the matter of additional unnecessary fees. This bill failed of passage.

3. Two attempts were made to attack the law which established the New York City Parole Commission. Similar attempts were made in the two previous sessions. At the last session a bill was introduced to abolish the Parole Commission and another to reorganize it. The latter bill would have placed the entire control of the commission in the hands of the Mayor. A commission of this kind in the hands of any one person would present a very undesirable condition. It would make possible the exercising of much influence which in the end would make it better for the community to be without a commission. This bill failed of passage.

4. A proposed amendment to the Penal Law with reference to the punishment for first and second degree robbery. This bill was opposed on the grounds that it attempted to establish a compulsory minimum. It failed of passage.

The Prison Association opposed the following bill, which became a law:

To make up for one of the many weaknesses in our State Prison industrial system, legislation, which finally became chapter 700, extended the benefit of Child Welfare allowances to the children of men serving sentences in State prisons. The bill as it first appeared provided that an allowance should be made to the mothers and children of men serving a sentence of one year or more in a State prison. This Association opposed the legislation on the grounds that it was not a proper way to alleviate an unfor-

fortunate situation. It was our contention that a man serving a sentence should be made to feel the responsibility of supporting his family; and that further, a wage system should be established in connection with the State prison industries. Out of such compensation the cost of maintaining the prisoner should be deducted, a certain amount set aside for the family of the prisoner, and in cases where no family existed the money be allowed to accumulate, and be available for the man at the time of his release. The Prison Association argued that the benefit of the proposed law would not be state-wide, because the so called Widow's Pension Law, or Child Welfare Law, is not mandatory. There are at present only thirty-nine counties operating under the law. Furthermore, it was felt that in some sections of the State it would tend to invite commission of crime when it became generally known that dependents would automatically be taken care of during the period of incarceration. However, the bill became a law, with an amendment to the effect that it apply only to families where the father had been sentenced to five years or more.

PRISON ASSOCIATION OF NEW YORK

TREASURER'S REPORT

SCHEDULE A

*Statement of Assets and Liabilities at date of
September 30, 1920*

<i>Cash:</i>		ASSETS	
United States Trust Co.....	\$3,199	32	
Bank of the Manhattan Co...	824	72	
Mechanics and Metals Na-			
tional Bank	393	83	
Petty	68	64	
Sundry cash items.....	16	15	
			\$4,502 66
<hr/>			
<i>Investments (at cost):</i>			
Endowment Funds	107,964	27	
<i>Real Estate (at cost):</i>			
House and lot 135 East 15th St.....	22,500	00	
<i>Accounts Receivable:</i>			
Reformatories:			
New York State, Elmira...	\$75	00	
Napanoch	25	00	
Sundries	53	84	
			153 84
<i>Interest Accrued:</i>			
Investments	\$1,737	94	
Bank Balances	32	37	
			1,770 31
<i>Prepaid Expense:</i>			
Insurance Premiums	186	83	
			\$137,077 91
			<hr/> <hr/>

LIABILITIES

Special Donations	\$521 08	
Expenses, due or accrued.....	297 26	
		<hr/>
		\$818 34
<i>Capital:</i>		
Endowment Funds:		
General Fund	\$88,439 47	
Dudley Jardine Fund	10,138 43	
John Innes Kane Memorial Fund	5,000 00	
Mary H. Brush Trust Fund	3,000 00	
Julia Billings Fund	2,500 00	
Samuel M. Jackson Fund..	2,500 00	
George L. Hall Fund.....	1,000 00	
		<hr/>
	\$112,577 90	
Capital Account	23,681 67	
		<hr/>
		136,259 57
		<hr/>
		\$137,077 91
		<hr/> <hr/>

SCHEDULE B

*Receipts and Expenditures for the year ending
September 30, 1920*

Balance September 30, 1919:

Mechanics and Metals Na- tional Bank	\$2,798 20	
Central Union Trust Co.....	1,287 34	
Bank of the Manhattan Co...	932 40	
United States Trust Co.....	533 00	
New York Life Ins. and Trust Co.	247 76	
Petty Cash	227 37	
Sundry Cash Items.....	101 90	
		<hr/>
		\$6,127 97

RECEIPTS

Donations:

General	\$21,147 83	
Endowment Fund	11,657 02	
Special Appeals	2,492 82	
Bureau of Employment Fund.	1,450 00	
General Relief	1,299 48	
Bureau of Investigation and Research	1,140 77	
Refunds	261 18	
	<hr/>	\$39,449 10

Interest and Dividends:

Investments	\$5,227 40	
Bank Balances	34 50	
	<hr/>	5,261 90

Certificate of Deposit:

Central Union Trust Co., being funds held in trust for American Prison Association Convention Expenses		1,752 45
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Reformatories:

New York State, Elmira	\$900 00	
Napanoch	300 00	
	<hr/>	1,200 00

Investments:

Received on account of Modry mortgage..		500 00
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Reserve Fund:

Transferred to Treasurer's Fund		240 50
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Funds Held in Trust:

Bureau of Probation, Securities		25 00
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\$54,556 92

EXPENDITURES

Investments:

Purchase of Bonds, as follows:

\$8,700 Third Liberty 4¼'s, 1928.....	\$8,108 69
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Special Donations:

Special Appeals	\$2,249 09	
General Relief of food, lodgings, rentals, coal, clothing, car and railroad fares, etc..	1,308 89	
		3,557 98

American Prison Association:

Convention Expenses	1,668 63
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Treasurer's Fund:

Transferred from Reserve Fund.....	240 50
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Funds Held in Trust:

Bureau of Probation, Securities.....	101 00
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Exchange on Cheques	80
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Bureau of Administration:

Service	\$15,502 73	
Postage	979 05	
Printing and stationery.....	885 27	
Transportation, hotels, and car-fares	309 84	
Sundries	250 90	
Telegrams and telephone.....	224 10	
Office supplies	206 48	
Furniture and fixtures.....	174 63	
Newspapers and periodicals..	73 20	
Library	60 75	
Prison Sunday	47 80	
Express and cartage.....	50	
		18,715 25

Bureau of Relief:

Rent	\$3,108 75	
Food	1,311 86	
Service	435 01	
Transportation, hotels, and car-fares	89 19	
Sundries	50 38	
	<hr/>	\$4,995 19

Bureau of Employment:

Service	\$3,270 94	
Relief	333 00	
Postage	23 00	
Sundries	9 50	
	<hr/>	3,636 44

Bureau of Investigation and Research:

Service	\$2,212 48	
Transportation, hotels, and car-fares	654 95	
	<hr/>	2,867 43

Bureau of Probation:

Service	\$2,416 33	
Sundries	56 90	
Transportation, hotels, and car-fares	49 25	
Relief	22 00	
	<hr/>	2,544 48

House:

Service	\$694 00	
Fuel	365 76	
Repairs	248 66	
Light	215 39	
Insurance	203 76	
Supplies	100 05	
Water taxes	32 60	
	<hr/>	1,860 22

Bureau of Parole:

Service	\$1,425 00	
Transportation, hotels, and car-fares	331 41	
Sundries	1 24	
	<hr/>	\$1,757 65

Balance September 30, 1920:

United States Trust Co.....	\$3,199 32	
Bank of the Manhattan Co....	824 72	
Mechanics and Metals National Bank	393 83	
Petty Cash	68 64	
Sundry Cash Items.....	16 15	
	<hr/>	4,502 66
		<hr/>
		\$54,556 92
		<hr/> <hr/>

SCHEDULE C

Investments at date of September 30, 1920.

<i>Bonds:</i>	<i>Interest rate per cent.</i>	<i>Maturity</i>	<i>Valuation (at cost)</i>
\$11,000 United Kingdom	5½	1921	\$10,543 75
8,700 Third Liberty.....	4¼	1928	8,108 69
10,000 Northern Pacific, land.	3	2047	6,687 50
6,000 Baltimore & Ohio, refg. and gen.	5	1995	6,082 48
6,000 Dominion of Canada...	5½	1929	5,820 00
6,000 New York Central, refg	4½	2013	5,708 75
6,000 Chic., Mil. & St. P., refg. and gen.	4½	2014	5,682 50
5,000 Chicago & Northwest- ern, gen.	4	1987	4,943 75
5,000 Anaconda Copper	6	1929	4,925 00

<i>Bonds:</i>	<i>Interest rate per cent.</i>	<i>Maturity</i>	<i>Valuation (at cost)</i>
5,000 Chic., R. I. & Pac., gen.	4	1988	\$4,823 75
4,500 Anglo French .....	.5	1920	4,219 50
4,000 Swiss Government.....	5½	1929	3,850 00
4,000 Reading Co., equipment	4½	1925	3,825 64
4,000 New York Central, equipment	4½	1929	3,597 40
2,000 Peoria Water Works..	4	1948	1,168 44
1,000 Oregon Short Line, 1st mtg.	6	1922	1,081 33
1,000 St. Paul City Ry.	5	1937	1,013 33
1,000 Texas & Pacific, 1st mtg	5	2000	959 45
1,000 Minn., St. P. & S. S. M.	4	1938	947 50
1,000 Oregon Short Line, refg	4	1929	907 56
1,000 So. Pacific, C. P. stk. coll.	4	1949	840 89
500 Union Pacific, land....	4	1947	487 50
500 Second Liberty	4¼	1927/42	300 00
350 St. Louis & San Fran., prior lien	4	1950	
			264 56
100 St. Louis & San Fran., adj. mtg.	6	1955	
50 First Liberty	4¼	1932/47	50 00
<i>Bonds and Mortgages:</i>			
.....	5	....	8,250 00
.....	5	....	5,000 00
.....	5	....	4,500 00
<i>Stocks:</i>			
10 shares Atchison, Topeka & Santa Fé, preferred			980 00
10 shares Atchison, Topeka & Santa Fé, common			930 00

10 shares Union Pacific, preferred.....	\$800 00
5 shares Union Pacific, common.....	595 00
1 share Baltimore & Ohio, preferred.....	70 00
	<hr/>
	\$107,964 27
	<hr/> <hr/>

I certify that I have examined the books, accounts, and vouchers of the Prison Association of New York for the year ending September 30, 1920, and that the above statements are correct.

HENRY C. SCHENCK,

Auditor.

46 Cedar street, New York, N. Y.

Note of Auditor: "The unvarying high standard of your bookkeeping was maintained."

CONTRIBUTORS

LIFE PATRONS

By Contributions of \$500 or More at One Time

Barbey, Mrs. Henry I.	Phipps, Henry.
Brewster, Robert S.	Pyne, Percy R.
Brown, M. Bayard.	Rockefeller, John D.
Clark, F. Ambrose.	Rockefeller, The Laura Spelman Memorial.
Dodge, Cleveland H.	Sage, Dean.
*Gold, Cornelius B.	*Schiff, Jacob H.
Harkness, E. S.	Schiff, Mortimer L.
Harrah, Charles J.	Scott, William H.
Holter, Mrs. E. O.	Stetson, Francis Lynde.
James, Arthur Curtiss.	Stewart, Lispenard.
Kane, Mrs. John Innes.	Tiffany, L. C.
Lewisohn, The Misses Alice & Irene.	Woerishoffer, Mrs. Anna.
McHarg, Henry K.	
New York Foundation.	

* Deceased.

HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

C. S. S.	Dominick, M. W.
G. W. W.	DuBois, Miss Katherine.
A Friend.	Dwight, Winthrop E.
Anonymous	Ehret, George.
Astor, Mrs Ava Willing.	Emmons, Arthur B.
Auchincloss, C. C.	Frazier, Mrs. Frank P.
Auchincloss, Mrs. C. C.	Frost, Aaron V.
Auchincloss, Mrs. E. S.	Gallatin, Mrs. Albert H.
Baker, George F.	Gerry, Elbridge T.
Bell, Mrs. Gordon Knox.	Gerry, Peter G.
Boettger, Henry W.	Gilman, Winthrop S.
Bourne, Miss Marion C.	Gould, Edwin.
Bowen, Mrs. Harry S.	Grace Church.
Brokaw, George T.	Hadden, Alexander M.
Brown, Alexander H.	Hadden, Mrs. John A.
Brownell, Miss Matilda A.	Halkett, Mrs. Sarah K.
Bruce, Miss Sarah E.	Hall, Mrs. Bolton.
Carhart, Mrs. Hamilton.	Hall, E. Trowbridge.
Cary, Miss Kate.	Harkness, Mrs Charles W.
Chapman, Mrs. John J.	Harkness, Mrs. S. V.
Chisolm, B. Ogden.	Harris, John F.
Chisolm, W. E.	Hearn, James A. & Son.
Choate, Mrs. Joseph H.	Hill, Frederick T.
Clark, Edward Severin.	Howland, Mrs. Joseph.
Clark, Mrs. Stephen C.	Hurd, Richard M.
Clarke, Miss Florence M.	Hyde, Mrs. Clarence M.
Clarke, Mrs. Lewis L.	Jameson, E. C.
Clyde, William P.	Jennings, Miss Annie B.
Clyde, Mrs. William P.	Johnson, Arthur G.
Colgate, William.	Johnson, Gilbert H.
Connor, W. E.	Johnson, James W.
Coolidge, Mrs. Sherman.	Johnson, Miss Margaret F.
Cooper, James Fenimore.	Judson, F. A.
Cooper, Mrs. James Fenimore.	Keteltas, Miss Alice.
Crimmins, John D.	Kunhardt, W. B.
Cromwell, James W.	Langdon, Woodbury G.
Cutting, R. Fulton.	Lawrence, Mrs. Samuel.
DeForest, Henry W.	Lehman, Mrs. H. H.
Delano, Mrs. Warren.	Lewisohn, Adolph.
Devoe, Miss Harriet E.	Livingston, Johnston
Dicks, Mrs. W. K.	Livingston, Miss Julia.
Dodge, Mrs. Cleveland H.	Lorillard, Pierre.
Dodge, D. Stuart.	

Low, William G.	Slayback, John D.
McClymonds, Mrs. L. K.	Sloan, Samuel.
McKinney, Price.	Smith, Eugene.
McLean, Mrs. James.	Snowden, James Hastings.
McMillin, Emerson.	Stillman, Miss Charlotte R.
Marshall, Louis.	Stokes, Anson Phelps.
Minturn, Mrs. Robert B.	Stokes, Mrs. Anson Phelps.
Moore, Mrs. William H.	Stone, Miss Annie.
Morgan, Mr. & Mrs J. P.	Straight, Mrs. W. D.
Murtland, Samuel.	Swords, Mrs. Charles R.
National Humane Alliance.	Thomas, Seth E.
Olmsted, Mrs. C. T.	Thompson, Mrs. Frederick F.
Olyphant, Robert M.	Thorne, Jonathan.
Osborn, William Church.	Trevor, Mrs. John B.
Osborn, Mrs. William Church.	Trumbull, Frank.
Pearce, Mrs. Henry.	Untermeyer, Samuel.
Perkins, George W.	Vanderlip, F. A.
Post, James H.	Van Gerbig, Mrs. B.
Pratt, Herbert L.	Van Ingen, E. H.
Rand, George C.	Van Ingen, Mrs. E. H.
Reed, Latham G.	Warburg, Felix M.
Remsen, Miss Elizabeth.	Ward, Artemas.
Richardson, Mrs. C. Tiffany.	Ward, George C.
Rionda, Mrs. Manuel.	Ward, John Seely.
St. Thomas Church	Webb, William Seward.
Sage, William H.	Westinghouse, Church, Kerr & Co.
Satterlee, Mrs. Herbert L.	White, Alfred T.
Schermerhorn, F. Augustus.	Whitney, Henry P.
Scoville, Miss Grace.	Winthrop, Benjamin R.
Scrymser, Mrs. James A.	Wood, J. Walter.
Scaman, Lloyd W.	Wood, William.
Seligman, J. & W., Co.	Woodin, William H.
Shepard, Mrs. Finley J.	Zabriskie, Mrs. George.
Shipman, C. H.	

LIFE MEMBERS

By Contributions of \$50 at One Time

A. H. (In Memory of).	Anderson, J. Cameron.
A. Z.	Andrews, Constant A.
C. S.	Archbold, Mrs. John D.
A Friend.	Arnold, Edward W. C.
Acorn.	Astor, W. W.
Agent.	Auchmuty, Mrs. Richard T.
Anonymous.	Baldwin, William M.
Achelles, Mrs. Gertrude S.	Baring, Charles.
Adams, Thatcher M.	Barksdale, Mrs. H. M.
Adler, Felix.	Belmont, August.

- Biggs, Mrs. H. M.
Biglow, Mrs. Lucius H.
Bliss, Cornelius N., Jr.
Bliss, Mrs. Cornelius N.
Bliss, Mrs. Robert W.
Borg, Simon.
Boyd, Mrs. Francis O.
Brooks, Miss Bertha G.
Brown, Stewart.
Bryce, Peter Cooper.
Bulkley, Edwin M.
Bulkley, Mrs. Edwin M.
Campbell, Mrs. Henry G.
Campbell, Mrs. O. A.
Christ Church of New Brighton.
Cheney Brothers.
Chisholm, George E.
Christian Herald.
Christie, Robert E.
Clarke, Miss Lois Q.
Clarkson, Banyer.
Clarkson & Ford Co.
Coffin, C. A.
Coffin, Edmund, Jr.
Coster, Mrs. Charles Henry.
Crane, Albert.
Crossman, W. A., & Bro.
Cutting, R. Bayard.
De Lamar, Miss Alice A.
dePeyster, Miss Augusta M.
Dickman, Mrs. George.
Dinsmore, Mrs. W. B.
Dodge, William E., Jr.
Douglas James.
Douglas, Mrs. James.
Durand, Mrs. Frederick F.
Ellis, William D.
Emmet, Mrs. C. Temple.
Emmet, Miss Lydia F.
Engs, P. W.
Evans, Hartman K.
Field, Mrs. Marshall.
Flagler, Mrs. Harry H.
Foster, James, Jr.
Fox, Mortimer J.
Fraser, Mrs. George S.
Frelinghuysen, Theodore.
Gabrilowitch, Mrs. Clara.
Gallatin, Albert.
Geer, Mrs. Walter.
Guggenheim, Mrs. Simon.
Gurnee, A. C.
Halsted, Miss A. B.
Hamersley, L. G.
Hamilton, Frank.
Hammond, Mrs. John Henry.
Healy, A. Augustus.
Heckscher, Miss Anna M.
Hewitt, Mrs. Peter Cooper.
Heinsheimer, Alfred M.
Hencken, Mrs. Albert C.
Herrick, E.
Hinckley, Mrs. Samuel N.
Hoe, Richard M.
Hood, Miss Juliet K.
Horn, James.
Hosmer, Mrs. Edward Sturges.
Hoyt, Gerald L.
Huntington, Henry E.
Hutchinson, John W.
Hyde, Frederick E.
Irvin, Richard.
Jones, Edward.
Jones, Mrs. Edward H.
Jones, James J.
Joost, Martin.
Kelsey, Clarence H.
Kemble, George I.
Kerr, Mr. and Mrs. Robert C.
Kidder, Mrs. A. M.
Lamont, Miss Elizabeth K.
Landon, Francis G.
Langton, John.
Leffingwell, R. O.
LeRoy, J. R.
Litchtenstadter, Samuel.
Lobenstine, William C.
Lockwood, Homer N.
Lydig, David.
McLean, Miss Ethel L.
McLean, James.
McMullen, John.
Magee, Mrs. John.
Manning, Mrs. Dora A.
Maxwell, Mrs. Robert M.
Meeks, Edwin B.

Metcalf Brothers & Co.
 Metcalf, M. B.
 Moore, Miss Katharine T.
 Moore & Schley.
 Morgan, Miss Caroline L.
 Morris, Henry Lewis.
 Mott, William F.
 Munson, Mrs. W. D.
 Nelson, Charles N.
 Nelson, Mrs. Charles N.
 Newbold, Mrs. Richard S.
 Nichols, George E.
 Notman, George.
 Ogden, Mrs. Charles W.
 Osborne, Thomas Mott.
 Parish, Henry.
 Parks, Leighton.
 Pavenstedt, Hugo.
 Peabody, George Foster.
 Pearl, Mrs. Frederick W.
 Peckham, Mrs. Wheeler H.
 Perkins, Mrs. Frederick C.
 *Phelps, Mrs. William W.
 Philbin, Eugene A.
 Pomroy, Mrs. H. K.
 Potter, Howard.
 Powell, Wilson M., Jr.
 Prentice, Vernon S.
 Prosser, Thomas.
 Raht, Charles.
 Redmond, G.
 Richard, Miss Elvine.
 Riegger, Arnold F.
 Risley, G. H.
 Riter, Joseph.
 Robbins, George A.
 Roberts, Miss Elizabeth W.
 Robertson, R. H.
 Rockefeller, John D., Jr.
 Root, Charles T.
 Rothschild Brothers & Co.
 Russell, Miss Marie L.
 Satterlee, Herbert L.
 Schenck, Frederick B.
 Scott, Mrs. George S.
 See, Alonzo B.

Selliere, Baroness.
 Seligman, Isaac N.
 Sheldon, Edwin B.
 Sheldon, James C.
 Sicher, Dudley F.
 Simpson, John W.
 Skeel, Mrs. Roswell, Jr.
 Skougaard, Jens.
 Sloan, Mrs. George B.
 Sloane, Mrs. William D.
 Sorchan, Mrs. Victor.
 Sparks, T. Ashley.
 Speyer, James.
 Steele, Charles.
 Steers, James R.
 Stewart, John.
 Stewart, Mrs. P. H.
 Stewart, W. R.
 Stokes, J. G. Phelps.
 Stone, Miss Ellen J.
 Sutton, James F.
 Taylor, Lloyd.
 Thompson, Mrs. Joseph T.
 Tiebout, Miss Margaret B.
 Towne, Mrs. John H.
 Tucker, Allen.
 Tucker, Samuel A.
 Tuckerman, Mr. and Mrs. Paul.
 Valentine, Mrs. P.
 Van Norden, Warner.
 Van Wagenen, Bleecker.
 Van Winkle, Miss Mary D.
 Virgin, S. H.
 Wadsworth, Herbert.
 Watson, Mrs. James S.
 Weber, Charles F.
 Weld, Miss Eloise R.
 Weld, Miss Sylvia.
 Wellington, Miss Elizabeth R.
 Wenman, Charles H.
 White, Miss Frances E.
 White, John J.
 Wickersham, George W.
 Winthrop, Mrs. Grenville.
 Wotherspoon, Henry H.
 Wurta-Dundas, Ralph.

* Deceased.

CONTRIBUTORS' LIST

DESIGNATION OF FUNDS

Contributions preceded by name only are for the General Fund, for general purposes. Other contributions are designated as follows : G. R., General Relief (used only for relief); S. R., Special Relief (donations for specially designated instances of need); A. S., Assistant Secretaries' Fund (for salaries and incidental expenses); E. B., Employment Bureau; S., Special purposes.

A				
Abbe, Miss Harriet C.	\$10 00	Alexander, George		\$3 00
Abbot, F. Prentice....	10 00	Alexandre, Mrs. John		
Abeles, James A.....	2 00	E.		5 00
Achelis, Miss Elizabeth		Allen, George Marshall		5 00
A.	10 00	Allen, Mrs. John H...		5 00
Achelis, Fritz	10 00	Alley, James O.....		1 00
Achelis, John	20 00	Alley, Miss M. Ida...		23 00
Achelles, Mrs. Gertrude S.	85 00	Alling, Miss Carolyn E		2 10
Acker, Henry	2 00	Allyn, Robert S.....	G. R.	10 00
Ackermann, Mrs. Frederick T.	25 00	Alsberg, William & Co.		10 00
Adams, Mrs. Charles		Alsop, Reese F.....		2 00
D.	10 00	Altschul, Mrs. Frank.		5 00
Adams, Daniel C.....	5 00	American Sponge & Chamois Co.		5 00
Adams, Mrs. Edward Dean	10 00	American Thermo-Ware Co.		3 00
Addison, Mrs. Charles M.	5 00	Anderson, A. J. C....		10 00
Adee, George T.....	5 00	Anderson, Miss Cornelia		5 00
Adriance, Miss Dorothy A.	5 00	Andrews, Paul A.....	G. R.	5 00
Adriance, Harris Ely.	5 00	Apffel, Phillip Co., Inc.		1 00
Aikman, Charles M...	5 00	Appel, S. & Co.....		5 00
Albee, Edward F.....	S. R. 25 00	Appleby, Mrs. J. S....		10 00
Aldrich, Mrs. James Herman	5 00	Archbold, John F....		10 00
Aldrich, Mrs. Richard	25 00	Arnheim, A. A.....	G. R.	10 00
Aldrich, Mrs. Richard	S. R. 10 00	Arnold, Mrs. Benjamin W.		25 00
Aldrich, Mrs. Winthrop W.	10 00	Arnold Edward W. C.		10 00
Alexander, Mrs. Andrew J.	1 00	Arnstein, Mrs. Eugene.		10 00
Alexander, Mrs. Chas. B.	10 00	Arnstein, Mrs. Leo...		10 00
Alexander, Eugene D.	2 00	Arthur, Miss L. Louise		5 00
		Ash, Charles F.....		5 00
		Ashdown, E. A. & Co..	G. R.	5 00
		Ashforth, Mrs. Frida..		10 00
		Aspinwall, Mrs. Henry L.	G. R.	1 00
		Aspinwall, Miss M. A.		2 00

Assmann, Mrs. F. A..	\$3 00	Ballard, Mrs. Edward	
Atterbury, Mrs. L. B.	5 00	L.	\$25 00
Atterbury, Miss Mary		Ballard, Stephen Co..	1 00
S.	5 00	Bamberger, Louis	10 00
Auchincloss, Charles C.	100 00	Bangs, Miss Lois A. &	
Auchincloss, Charles C. S. R.	25 00	Miss Whiton	2 00
Auchincloss, Mrs. Chas.		Bangs, Miss Mary E..	25 00
C.	100 00	Banks, Mrs. James L.,	
Auchincloss, Mrs. Chas.		Jr.	5 00
C. S. R.	10 00	Banks, Lenox	10 00
Auchincloss, C. Russell	15 00	Barber, James	10 00
Auchincloss, Miss E.		Barber Steamship Lines,	
Ellen	20 00	Inc.	20 00
Auchincloss, Mrs. Ed-		Barbour, Robert	5 00
gar S.	100 00	Barclay, Mrs. James L.	10 00
Auchincloss, Mrs. Hugh		Bard, Albert Sprague.	5 00.
D.	10 00	Baring, Charles	50 00
Auchincloss, J a m e s		Barker, Mrs. Fordyce. S. R.	5 00
Coats	25 00	Barker, Mrs. George..	6 00
Auchincloss, John Win-		Barksdale, Mrs. H. M.	25 00
throp	40 00	Barnes, A. Victor....	10 00
Auchincloss, Mrs. Regi-		Barnes, E. W.	2 00
nald L. G.	25 00	Barnes, Henry B.	5 00
Auchmuty, Mrs. Rich-		Barnes, Mrs. Richard	
ard T.	50 00	S. S.	10 00
Austen, Mrs. Valle...	15 00	Barre, Leon	5 00
Austin, Francis B....	5 00	Barrows, Ira	50 00
Averill, Frederick L..	2 00	Barton, Miss Mary L.	S. 1 00
*Avery, Samuel P....	10 00	Barvier, R.	2 00
Ayerigg, Miss Kate...	20 00	Bases, Abraham	2 00
		Bass, Frederick W....	5 00
		Bates, Mrs. B. F.	5 00
B		*Battershall, Walton	
Babcock, Edward W..	1 00	W.	10 00
Bacon, Mrs. Elliot C..	10 00	Battle, George Gordon	2 00
Bacon, Mrs. George B.	20 00	Baumert, Frank J....	20 00
Badman, Mrs. Theo-		Bayer, Edwin S.	10 00
dore	2 00	Baylis, Mrs. Willard	
Baer, Mrs. Morris B..	2 00	N.	1 00
Baker, George F.	25 00	Bayne, Lawrence P...	10 00
Baker, Mrs. R. T. S. R.	20 00	Bayne, Miss Maria K.	10 00
Balagur, Martin	1 00	Bayne, Miss Virginia	
Baldwin, Mrs. Arthur		Lee	10 00
J. S. R.	14 00	Beach, Warren C....	5 00
Baldwin, Samuel W..	2 00	Beatty, William	10 00
Baldwin, Miss Theo-		Beckhard, Martin	10 00
dora	5 00	Bedford, Mrs. Alfred	
Balfour, Williamson &		C.	25 00
Co.	25 00		

* Deceased.

Beebe, Howard W....	\$10 00	Bing, Mr. & Mrs. Alex-	
Beecher, Mrs. A. M. T. S. R.	2 00	ander M.....	\$10 00
Beer, Mrs. George L..	10 00	Bingle, Edward J.... S. R.	14 00
Beer, Mrs. Julius.....	5 00	Birchall, Mrs. William	
Beggs, Mrs. Carter C.	10 00	H.	5 00
Behr, Edward	2 00	Bird, Samuel, Jr.....	10 00
Behr, Herman & Co.,		Blagden, George	10 00
Inc.	5 00	Blair, John Insley....	10 00
Beinecke, Walter G. R.	10 00	Blauvelt, Charles S. R.	14 00
Belaïs, Mrs. Arnold.. S. R.	14 00	Bliss, Mrs. Walter P..	20 00
Belcher, Miss Mary E.	10 00	Bluen, Mrs. Morris J..	10 00
Belknap, W. E.....	15 00	Blumenthal, George ..	25 00
Bell, Mrs. Gordon		Boardman, Mrs. George	
Knox	25 00	M.	10 00
Bell, Mrs. J. Lowrie.	5 00	Boardman, Miss Rosina	
Bellak, C. Morton.... G. R.	10 00	C.	10 00
Beller, Mr. & Mrs.		Bodenheim Bros.	1 00
Abraham	2 00	Bodenheimer, Henry..	10 00
Beller, William F....	5 00	Bodman, Mrs. George	
Belloni, Miss Sadie H.	4 00	M.	5 00
Bendheim, Adolph D..	10 00	Boettger, Mrs. Theo-	
Benedict, Mrs. Andrew		dore	10 00
Czar	S. 5 00	Boettner, Miss Anna..	2 00
Benedict, Elliot S....	5 00	Bogert, Miss Anna....	10 00
Benedict, Miss Lydia..	5 00	Bonbright, Irving W..	5 00
Benjamin, Miss Alice		Bonner, George T.....	10 00
P.	50 00	Bonwit, Teller & Co..	3 00
Benjamin, Mrs. Hamil-		Borden, L. M.....	5 00
ton Fish	25 00	Borland, Mrs. J. O... S. R.	5 00
Benjamin, Mrs. J. J..	5 00	Borner, A. J.....	20 00
Bennett, Miss Alice F. S. R.	10 00	Boskowitz, Adolph ...	
Benson, Miss Mary A.	2 00	Boston, Mrs. Charles	
Bentley, George F.... G. R.	1 00	A.	2 00
Bentley, Mrs. John... S.	5 00	Botz, J.....	1 00
Benze Bros. Co.....	1 00	Bourne, Miss Emily H.	6 00
Bernhard Ulmann Co.,		Bourne, Mr. & Mrs. J.	
Inc.	10 00	R.	G. R. 4 00
Bernheim, Henry J... S. R.	10 00	Bouvier, Michael C... S. R.	5 00
Bernstein, David	10 00	Bowers, Ogden H.....	8 00
Best, Dr. & Mrs. W. N.	10 00	Bowker, Richard R... S. R.	10 00
Bettmann, J. W..... S. R.	14 00	Box Board & Lining	
Biddle, Mrs. Edward		Co.	10 00
R.	5 00	Boyd, Miss Mabel.... S. R.	14 00
Biddulph, Mrs. H. H..	5 00	Bradford, Mrs. John	
Biedermann, August..	5 00	Henry, Sr.	5 00
Bier, Mrs. Sylvan....	5 00	Bradley, Alexander... S. R.	14 00
Billings, Miss Eliza-		Braine, Miss Elizabeth	
beth	1 00	A.	60 00
Billings, Richard	20 00	Breidenbach, R. A.... G. R.	2 00

Breslin, Miss Evelyn M.	\$4 00	Browne, Mrs. H. B....	\$1 00
Brettell, George W...	1 00	Browning, Mrs. J. Hull	10 00
Brewster, Robert S...	100 00	Bruce, Miss Sarah E..	100 00
Brice, James W.....	10 00	Bruck, Leo	5 00
Brice, W. Kirkpatrick.	5 00	Bruen, Alexander Jay.	10 00
Brickelmaier, J. B....	1 00	Brunswick, Mrs. Eman- uel	10 00
Brickner, Walter M..	2 00	Bryant, Mrs. A.....	1 00
Brinckerhoff, Alexander G.	5 00	Bryant, Samuel	10 00
Bristol, John I. D....	5 00	Bryant, Mrs. William S.	1 00
Brooker, Charles F...	20 00	Bryce, Miss Mary T..	10 00
Brookman, Mrs. Henry D.	15 00	Bryce, Peter Cooper..	50 00
Brooks, Miss Bertha G.	100 00	Buchanan, Mrs. S. Ed- win	5 00
Brooks, Miss Bertha G.	S. R. 5 00	Buckler, Mrs. Reggin.	1 00
Brower, Mrs. Ogden..	2 00	Buckley, James	S. R. 1 00
Brower, William L....	10 00	Bucknall, Mrs. Henry W. J.	10 00
Brown, Miss Anne....	S. 5 00	Bulkley, Mrs. Edwin M.	25 00
Brown, Miss Edith Harman	3 00	Bulkley, Mrs. Jonathan	10 00
Brown, Mrs. Franklin Q.	5 00	Bulkley, Miss Mary D.	2 00
Brown, Mrs. Frederick Tilden	5 00	Bulkley, Miss S. T....	G. R. 25 00
Brown, Mrs. George A.	7 50	Bull, Miss Dorothy...	25 00
Brown, Hubert R....	G. R. 2 00	Bunker, Mrs. Ellis- worth	G. R. 5 00
Brown, J. Wright....	10 00	Burdick, Daniel W....	2 00
Brown, Mrs. J. Wright	5 00	Burgauer, Morris	2 50
Brown, John Crosby, 2d	6 00	Burlingame, Mrs. Ed- ward L.	5 00
Brown, Miss Julia D..	10 00	Burnett, Chauncey H.	2 00
Brown, Lathrop	5 00	Burns, A. L.....	5 00
Brown, Lauraason	2 00	Burns Bros. Coal Co..	5 00
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Brown, Mrs. Samuel W.	10 00	Burton, Mrs. Crawford	G. R. 5 00
Brown, Miss Stewart..	1 00	Bushnell, Mrs. Erics- son F.	5 00
Brown, Mrs. Waldron P.	10 00	Butler, Charles Stewart	10 00
Brown, William Adams	5 00	Butler, Charles Stewart	S. R. 5 00
Brown, Mrs. William Harmon	3 00	Butler, Miss Emily O.	5 00
Brown, Mrs. William Reynolds	5 00	Butler, Mrs. Howard Russell	3 00
		Butler, Willard Parker	5 00
		Butler, William Allen	10 00
		Butterick, Miss Mary E.	10 00

Butterworth, George F. G. R.	\$5 00	Chapin, Simeon B....	\$10 00
Butterworth, Mrs. Geo.		Chapin, Simeon B.... G. R.	10 00
F.	10 00	Chapin, Simeon B.... S. R.	25 00
Butterworth, William		Chapman, Conrad G. R.	10 00
H.	5 00	Chapman, Mrs. John D.	10 00
Byrne, Mrs. Edward J. G. R.	5 00	Chapman, Mrs. John	
Byrne, Mrs. James....	5 00	Jay	S. R. 25 00
		Chapman, Miss Mary	
		W.	5 00
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		Charles, Mrs. J. M....	5 00
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		Cheney, George L.... G. R.	10 00
		Child, Miss Ruth A..	3 00
		Childs, William H....	10 00
		Chipman's Charles Sons	
		Co., Inc.	2 00
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		Chisolm, B. Ogden.... S. R.	65 00
		Chittenden, Miss Alice	
		H.	G. R. 2 00
		Choate, Mrs Joseph H.	100 00
		Christ Church (Hudson, N. Y.).....	4 68
		Christian Herald	50 00
		Christie, Robert E....	50 00
		Church of Holy Trinity	5 00
		Church, Irving Porter	10 00
		Claffin's, Incorporated.	5 00
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		Clark, Miss Amy E... G. R.	10 00
		Clark, Eugene	10 00
		Clark, Mrs. Henry O..	5 00
		Clark, Mrs. Stephen C.	100 00
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		Clark, Walter H..... S. R.	1 00
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		Brewster	20 00
		Clarke, Mrs. A. F....	3 00
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		Stanley	5 00
		Clarke, Mrs. E. Arthur	
		Stanley	15 00
		Clarke, Miss Madge S.	3 00
		Clarke, Roger H.....	5 00
		Clarkson, Banyer	50 00
		Clarkson, Mrs. Banyer	5 00
		Clausen, George U....	10 00
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Cahn, Sol	3 00		
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			D'Oench, Mrs. Albert F.	5 00	
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Doolittle, Judson A.	2 00	Dwight, Mrs. Edward Foote	10 00
Doolittle, O. S.	5 00	Dwight, Mrs. M. E.	5 00
Dotter, Charles T.	5 00	Dwight, Mrs. Winthrop	10 00
Doudge, Mrs. James R.	5 00	Dyer, Mrs. Richard Nott	5 00
Dougherty, Charles T. Co., Inc. G. R.	10 00		
Doughty, Mrs. William H.	15 00	E	
Douglas, C. W.	5 00	Eagle, Clarence H.	3 00
Douglas, Mrs. George W.	10 00	Eaton, Mrs. Wilfred E.	10 00
Douglas, Mrs. James.	75 00	Eden, Mrs. John H., Jr.	15 00
Douglas, Mrs. John Sheafe	10 00	Edge, Mrs. C. N.	5 00
Doull Miller Co.	5 00	Edgerton, Miss Gladys	5 00
Downes, Samuel B.	5 00	Edgerton, Mrs. Malcolm J. G. R.	5 00
Dresser, Mrs. E. Burnham	5 00	Edison, Thomas A.	5 00
Drew, Samuel A.	1 00	Edmonds, Mrs. John Worth	5 00
Duane, Alexander	5 00	Edwards & Rierdan Co.	4 00
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Du Bois, Miss Elliot Clarke	10 00	Eisenbach, Harry	3 00
Du Bois, Mrs. Eugene.	5 00	Eisenberg, J.	2 00
Du Bois, Miss Katherine	50 00	Eldert, Cornelius	5 00
Duer, Miss M. Theodora	5 00	Elliman, Douglas L.	10 00
Dufft, Edward W.	5 00	*Ellsworth, J. Magee..	10 00
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Dumahaut, Mrs. Katherine S.	2 00	Ely, Robert A.	10 00
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Dunham, Carroll	10 00	Emmerich, Mrs. Walter	10 00
Dunn, Henry E.	5 00	Emmet, Henry C.	10 00
Du Pont, Mrs. Henry F.	10 00	Emmet, Miss Lydia F.	20 00
		Emmons, Arthur B.	100 00
		Emmons, Miss Elizabeth W.	10 00
		Engel, Herman	5 00
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Erlanger, Sidney C...	\$10 00	Francis, Charles	\$5 00
Erstein, Mrs. Moise L. G. R.	5 00	Francis, Lewis	5 00
Esberg, Henry M.....	5 00	Francis, Lewis W....	3 00
Evans, Hartman K...	50 00	Francis, Mrs. Lewis W.	5 00
Evans, Mrs. Morgan		Frank, Miss Aline S.. G. R.	5 00
D.	3 00	Frank, Mrs. Harry...	5 00
Everitt, J. W.....	2 00	Frank, Marcus A....	10 00
Evers, F. G. R.	3 00	Frankenheim, Samuel.	5 00
Ewing, Mrs. Thomas..	10 00	Fraser, Mr. & Mrs.	
		George C. S. R.	15 00
		Fraser, Miss Jane K..	10 00
		Fraser, Miss S. Grace.	10 00
F		Frelinghuysen, Theo-	
Fagnani, Charles P...	10 00	dore	50 00
Falk, Albert	10 00	Frenkel, Emil	3 00
Fallows, Mrs. Edward		Fries, Edward A.....	2 00
H.	3 00	Frind, Paul E.....	10 00
Faris, William D....	2 00	Frost, Francis W....	5 00
Feder, H.	2 00	Fuld, Felix	5 00
Feustman, Leon Philip	5 00	Fuld, Gus	5 00
Field, Mrs. William B.		Fuller, Mrs. C. D....	2 00
Osgood	5 00	Fuller, Mrs. G. A....	2 50
Field, Mrs. William D.		Fuller, Miss M. W....	5 00
C.	5 00	Fulton, H. Travis.... S. R.	2 00
Figsby, Mrs. Forrest		Funch, Edye & Co....	25 00
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Firth, Mrs. John.....	3 00	Gabrilowitch, Mrs.	
Fisher, Mrs. Henrietta		Clara	25 00
L.	2 00	Gage, Mrs. B. W.... S. R.	14 00
Fisher, Frederick T...	10 00	Gale, Edward C.....	10 00
Fisher, Miss Lizette A.	20 00	Gallatin, Albert	20 00
Fisk, Miss Mary L....	15 00	Gallatin, Mrs. Albert.	20 00
Fiske, George P.....	10 00	Gallatin, Mrs. Albert	
Flagler, Mrs. Harry H. S. R.	20 00	H.	50 00
Flannery, Miss Viola. S. R.	10 00	Gambier, E. V.....	2 00
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Fleming, Mrs. R. D.. S.	1 00	Mary & N. L. F...	10 00
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Floyd-Jones, G. Stan-		Garrison, C. M..... S. R.	25 00
ton	5 00	Garrison, Wilbert ...	10 00
Foote, Edward M....	10 00	Garver, C. B.....	10 00
Foster, Giraud	20 00	Geer, Mrs. Danforth..	2 00
Fowler, Russell S....	5 00	Geigerman, Charles ..	5 00
Fox, George I.....	10 00	Geisenheimer, Theo-	
Fox, Hugh F.....	5 00	dore	25 00

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Gerry, Elbridge T....	25 00	Greene, G. S., Jr.....		1 00
Gibson, Mrs. Henry S.	2 00	Greenough, Mr. & Mrs. John	S. R.	20 00
Gilbert, Clinton	10 00	Gregory, George D...		10 00
Gilbert, James S.....	10 00	Gregory, Henry E....		10 00
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Glover, Miss Deborah N.	5 00	Griswold, Miss Charlotte	G. R.	5 00
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Holmes, Edwin T....		15 00	Hyde, Mrs. Augustus	
Holmes, Electric Protective Co.		10 00	L.	5 00
Holt, Miss Constance			Hyde, Mrs. Clarence	
B.		20 00	M.	25 00
Holt, George C.....		10 00	Hyde, Courtney	10 00
Holt, Henry		10 00	Hyde, Edward	5 00
Holt, Mrs. L. Emmett.		15 00	Hyde, Miss Mabel L..	20 00
Holt, Philetus H....		10 00	Hyde, Ralph M.....	10 00
Holt, Robert S.....		25 00	Hyman, Mrs. D. M...	25 00
Holter, Mrs. Edwin O.		50 00		
Holter, Mrs. Edwin O.	E. B.	450 00	I	
Holter, Mrs. Edwin O.	S. R.	10 00	Ingersoll, Robert H. & Bro.	10 00
Hood, Miss Juliet K..	S. R.	20 00	Innis, Mrs. William R.	G. R. 25 00
Hoogland, John W...		5 00	Irving, Mrs. G. A. E..	5 00
Hooker, Mrs. Elon H..	G. R.	5 00	Irving, Walter M....	G. R. 10 00
Hoppin, Mrs. Frederick Street		10 00	Isaacks, George W....	5 00
Hornblower, Miller & Garrison		10 00	Iselin, Mrs. O'Donnell	25 00
Horsman, E. I.....		2 00	Iselin, Mrs. Oliver....	5 00
Horwitz, H. L.....		5 00	Iselin, Mrs. William E.	10 00
Hosmer, Mrs. Estelle de Peyster		3 00	Iselin, William E....	10 00
Hovey, Mrs. Henry E.		5 00		
Hoyt, Miss Gertrude I.		20 00	J	
Hoyt, John Sherman..		25 00	Jackson, Fremont M..	2 00
Hoyt, Mrs. John Sherman			Jackson, Mrs. H. E. D.	5 00
S. R.	10 00		Jaack, Mrs. Zelig C...	10 00
Hubert, Mr. & Mrs. Philip A.		5 00	Jaffray, Robert	15 00
			James, Arthur Curtis.	A. S. 100 00
			James, Walter B....	10 00
			Jameson, E. C.....	50 00

* Deceased.

Jarvis, Mrs. Samuel		Juhring, William L...	\$5 00
M.	\$10 00	Julian, R. Lewis....	5 00
Jasper, H. N.....	10 00	Jung, Frederick C....	2 00
Jay, Mrs. Augustus.. G. R.	5 00	Junior Guild for Mis-	
Jay, De Lancey K....	5 00	sions	5 00
Jeandron, W. J.....	5 00		
Jeffries, W. W.....	3 00	K	
Jelstrup, Mrs. Henri..	1 00	Kalt Lumber Co.....	10 00
Jenkins, A. W.....	25 00	Karelsen, Ephraim A.. G. R.	3 98
Jennings, Miss Annie		Kaskel, Paul	2 00
Burr	5 00	Katz, Mrs. Hannah E.	25 00
Jennings, Mrs. C. E..	2 00	Katzenstein, Jacob...	5 00
Jennings, George E... G. R.	1 00	Kaufmann, Maurice ..	5 00
Jennings, Mrs. Oliver		Kauser, Miss Alice B.	5 00
Gould	20 00	Keasbey, Robert A.,	
Jennings, Mrs. Percy		Co.	5 00
H.	25 00	Keating, Miss Alice B.	5 00
Jermain, Miss M. C..	30 00	Keep, Mrs. Charles H.	10 00
Jersey Forging Works	5 00	Keller Printing Co...	2 00
Jetter, J. Edward....	10 00	Keller, Robert J..... G. R.	5 00
Johl, Herman	15 00	Kellogg, Mrs. Frank L.	5 00
Johnson, Bradish G..	5 00	Kellogg, Mrs. Frederic	
Johnson, Gilbert H... S. R.	50 00	R.	15 00
Johnson, Gilbert H... S. R.	10 00	Kellogg, Herbert S...	5 00
Johnson, Isaac B....	25 00	Kelsey, Clarence H...	50 00
Johnson, J. William..	10 00	Kelsey, Mr. & Mrs.	
Johnson, James W...	25 00	Preston T. S. R.	1 00
Johnson, Leeds	10 00	Kemble, George I.....	75 00
Johnson, Miss Mar-		Kendall, The Misses..	20 00
garet F. G. R.	100 00	Kennedy, Mrs. H. Van	
Johnson, Mrs. Norman	5 00	Rensselaer	5 00
Johnson, Mrs. Sadie P. G. R.	5 00	Kepke, John	10 00
Johnstone, The Misses G. R.	5 00	Kerley, Charles Gil-	
Jonas, George E..... G. R.	10 00	more	10 60
Jonas, Ralph	10 00	Kernochan, Frederic..	10 00
Jones, Miss Abbie E..	15 00	Kerr, John Angus....	5 00
Jones, Mrs. D. Morris	2 00	Kerr, Mrs. Louis S...	10 00
Jones, Mrs. De Witt		Kerr, Mr. & Mrs. Rob-	
Clinton	15 00	ert C.	75 00
Jones, Miss E. V. C... G. R.	25 00	Kerr, Walter.....	20 00
Jones, Mr. & Mrs. Paul		Kerrison, Philip D...	5 00
T.	10 00	Ketcham, Mrs. Charles	
Jones, Mrs. S. Beach..	5 00	B. G. R.	5 00
Joseph, Mrs. Laurens.	1 00	Keyes, Edward L....	5 00
Judkins & McCormick		Kidde, Frank	10 00
Co.	5 00	Kidder, Mrs. A. M...	30 00
Judson, A. L.....	5 00	Kimball, Horatio G..	25 00
Judson, Mrs. Charles		King, Mrs. LeRoy....	10 00
N. G. R.	5 00	Kingsford, Irving B..	25 00

Kingsley, W. S.....	\$7 00	Lang, Harry H.....	\$10 00
Kinnicutt, G. Hermann	5 00	Langer, Alfred	3 00
Kipp, S. C., Jr.....	2 00	Langhaar, H. L.....	5 00
Kirk, John L.....	1 00	*Langstadter, Henry..	7 00
Kirkham, Mrs. Edward	10 00	Lanier, Charles	10 00
Kirkpatrick, Mrs.		Lapham, John H.....	10 00
Thomas	5 00	Lascoff, J. Leon.....	1 00
Kisch, D. Co., Inc....	2 00	Lasher & Lathrop, Inc.	5 00
Kissel, Mrs. Gustave		Laurence, Mrs. George	1 00
E.	10 00	Law, B. W.	3 00
Kittredge, Samuel		Lawrence, John Bur-	
Dana	5 00	ling	20 00
Klaas, Max	1 00	Lawrence, John L....	10 00
Knapp, George Owen.	20 00	Lawrence, William V.	10 00
Knox, Mrs. Henry Ho-		Lawton, Mrs. Richard	
bart	10 00	M.	5 00
Kobbe, Miss Martha L.	2 00	Lea, Mrs. Edward P...	5 00
Koehler, Mrs. Edwin		Leavitt, W. F. B....	2 00
H.	5 00	L'Echuse, Mrs. Milton.	2 00
Kohlman, M. B.....	5 00	Lee, Mrs. Cornelius S.	20 00
Kohnstamm, Edward,		Lee, John Lorton....	5 00
Leo and Joseph....	15 00	Lee, Miss Margery H.	5 00
Korn, Mrs. William..	5 00	Leeb, Alfred	10 00
Krauskopf, Nathan,		Leech, Mrs. John E...	6 00
Co.	5 00	Lefferts, Mrs. Franklin	
Kress, C. W.....	1 00	B.	10 00
Kress, Samuel H.....	3 00	Lehmaier, James M...	10 00
Kursheedt, Manuel A.	5 00	Leidesdorf, S. D.....	10 00
Kutzleb, Walter	5 00	Lenox Avenue Unitar-	
		ian Church	10 00
		Leo, Ansel S.....	5 00
		Le Roy, Edward A...	10 00
		Leshner, Arthur L....	5 00
		Leelie, Mrs. F. A.....	S. 1 00
		Leslie, John C.....	5 00
		Lester, Miss M. Eliza-	
		beth	10 00
		Levy, Ephraim B....	5 00
		Levy, Leo E.....	5 00
		Lewis, Mrs. August...	10 00
		Lewisohn, Adolph	25 00
		Lewisohn, Adolph	S. R. 25 00
		Lewisohn, Misses Alice	
		& Irene	25 00
		Lewisohn, Sam A....	25 00
		Lichtenheim, Louis ..	10 00
		Liebman, Julius	20 00
		Liebmann, Mrs. Adolph	S. R. 20 00

* Deceased.

Merrill, Mrs. Charles E., Jr.	\$5 00	Morgan, Mrs. John B.	\$10 00
Merrill, Mrs. Edwin G.	10 00	Morgan, Miss Mary P.	2 00
Merrill, Mrs. Payson.	10 00	Morgan, Mrs. Pierpont	10 00
Merrill, Ralph Winslow	2 00	Morganstern, Albert G.	5 00
Mersereau, Mrs. Jacob	10 00	Morgenthau, Mrs. M. L.	10 00
Meserole, Mrs. C. M.	10 00	Morgenthau, M. L.	30 00
Metcalfe, Manton B.	75 00	Morice, John H.	5 00
Metcalfe, Henry G. R.	10 00	Morell, J. B. G. R.	5 00
Metropolitan Tobacco Co.	10 00	Morris, Mrs. Henry Lewis	10 00
Meyer, William & Co.	2 50	Morris, Lewis R. S. R.	25 00
Middlebrook, Mr. & Mrs. W. W.	2 00	Morris, Lewis Spencer	10 00
Middleton & Co.	20 00	Morris, Richard L.	10 00
Milburn, Mrs. Devereaux	10 00	Mortensen, Waldemar.	35 00
Miller, Mrs. Alexander	10 00	Morton, Mrs. Paul.	5 00
Miller, Mrs. Lawrence McK.	5 00	Moses, Mrs. Emanuel.	5 00
Milliken, Seth M.	10 00	Mossman, Howard H.	5 00
Mills, David B.	10 00	Mott, Lewis F.	5 00
Mills, Frederic C.	10 00	Mount, Miss Adeline.	2 00
Minford, Miss Agnes A.	5 00	Mount & Woodhull.	10 00
Minner, E. E. S. R.	1 00	Mourraille, Miss Matilde M.	4 00
Mitchell, Arthur M.	25 00	Mueller, Charles F.	5 00
Mitchell, Mrs. John Murray	10 00	Mueller, Jacob P., Co.	5 00
Moeller, Miss Hannah T.	1 00	Muller, Adam	5 00
Moller, Edwin Clarence	20 00	Munger, Harry C.	10 00
Moller, H. Esk. G. R.	2 00	Munn, Charles Allen.	10 00
Monday Afternoon Sewing Circle	5 00	Munn, John P.	5 00
Montgomery, James M.	15 00	Munnich, Mrs. Arnold.	2 00
Moore, Mrs. Frank W.	5 00	Munroe, Mrs. Chester.	25 00
Moore, Miss Katherine T.	60 00	Munson, Robert H.	5 00
Moore, Mrs. Paul.	15 00	Munson, Mrs. W. D.	50 00
Moore, Mrs. William H.	25 00	Murray, Miss Catherine	5 00
Moore, William S. G. R.	5 00	Murray, Miss Madeleine	10 00
Morehouse, Miss Clara Morgan, Mrs. Edith P.	20 00	Myers, David Moffat.	10 00
Morgan, Mr. & Mrs. J. P.	125 00	Myers, Marcus A.	2 00
		Myers, W. J., Jr.	5 00
		Mygatt, Kenneth.	5 00
		Myrick, Thomas N.	5 00
		N	
		Nash, Edward	1 00
		Nathan, Mrs. Harold.	5 00
		National Biscuit Co.	5 00
		Naumburg, William, Sr.	1 00

Neave, Mrs. Charles..	\$5 00	Openhym, Wilfred A..	\$25 00
Nelson, Charles N....	25 00	Openhym, Mrs. Wil-	
Nelson, Miss Maud B.	2 00	liam	2 00
Neustadt, Mrs. S.....	5 00	Oppenheim, Mrs. Laur-	
Newburger, Mrs. Eli S. G. R.	1 00	ent	5 00
New Castle Leather		Oppenheimer, Mrs. F.. G. R.	2 00
Co.	5 00	Ormsbee, Alexander F.	5 00
Newgass, George W...	10 00	Orth, Charles D.....	10 00
New Jersey Terra		Osborn, Mrs. George	
Cotta Co.	10 00	W.	2 00
Newman, Charles ...	5 00	Osborn, William	
Nichols, Mrs. John W.		Church	100 00
T.	5 00	Osborn, William	
Nichols, William H....	10 00	Church	S. R. 25 00
Nichols, Mrs. William		Osborn, Mrs. William	
H.	5 00	O.	S. R. 25 00
Nielsen, S.	10 00	Osborne, Dean C.....	5 00
Nielsen, Sophus S. R.	5 00	Otis, F. Burton.....	5 00
Noble, Raymond G...	5 00	Ottley, James H.....	10 00
North, Nelson L.....	10 00	Outerbridge, A. Emil-	
Northrup, Mrs. Wil-		lius	5 00
liam P.	10 00	Outerbridge, Adolph J. G. R.	5 00
Nourse, Miss Juliet L.	5 00		
Nye, Miss Josephine		P	
Day	S. R. 14 00	Page, F. Palmer.....	10 00
O		Pan American Trading	
Oakley, Alonzo Gore..	5 00	Co.	5 00
Oberndorf, David	5 00	Pangborn, W. S.....	5 00
O'Connor, Mr. & Mrs.		Pappenheimer, Mrs. A.	
John C.	5 00	M.	5 00
Oelrichs & Co.....	10 00	Paris, Mrs. Francis Ul-	
Ogden, Charles W....	10 00	shoeffer	10 00
Ogden, Mrs. Charles		Parish, Edward C....	10 00
W.	10 00	Parker, Mrs. A. W....	15 00
Ogden, Miss Mary F..	10 00	Parker, H. S. V..... G. R.	2 00
Oil Seeds Co.....	10 00	Parker, Miss Linette	
Olafson, O.	G. R. 1 50	A.	10 00
Olcott, Mrs. E. E.....	5 00	Parks, Mrs. Elton....	2 00
Oliver, Mrs. Robert T.	5 00	Parsons, Argyll Rosse.	10 00
Ollesheimer, Mrs.		Parsons, Mrs. Edgerton	2 00
Henry	1 00	Parsons, Miss Gertrude	10 00
Olmsted, William		Parsons, Miss Gertrude G. R.	15 00
Beach	5 00	Passavant & Co.....	5 00
Olyphant, F. Murray.	10 00	Patterson, James W..	10 00
Opdycke, Mrs. Emer-		Patton, J. F.....	5 00
son	10 00	Pavey, Frank D.....	20 00
Openhym, Mrs. Adolphe	5 00	Pavey, Frank D..... S. R.	5 00
Openhym, George J...	15 00	Pawling School Chapel	
		Fund	5 00

Payne, Miss S. K.....	\$3 00	Pinkerton, Allan	\$10 00
Pearce, William G....	25 00	Pinkerton, Mrs. Robert	
Pearson, Mrs. Frederick	10 00	Allan	5 00
Peck, Mrs. Charles H.	10 00	Pitkin, Mrs. Albert J.	25 00
Peck, Miss Eva W.... S. R.	1 00	Pitkin, Miss Albertina	
Peck, Mrs. Samuel W.	5 00	L.	5 00
Pedersen, James	5 00	Pitney, Mrs. J. O. H..	10 00
Pedersen, Victor Cox.	5 00	Planten, Mrs. H. Rolff	5 00
Pegram, Edward Sand-		Platt, Willard R.....	10 00
ford	S. R. 5 00	Plaut, Joseph	15 00
Peierls, Buhler & Co..	10 00	Plottel, Miss Frances.	1 02
Peierls, Siegfried	5 00	Pohlmann, George	1 00
Pell, Albert W.... G. R.	3 00	Polack, Isaac	10 00
Pell, Alfred Duane....	5 00	*Pollak, Gus'	5 00
Pell, James D.....	10 00	Pollak, W. G.	10 00
Pell, Walden	5 00	Pomroy, Mrs. H. K....	25 00
Pennington, Joseph P.	S. 15 00	Poor, Mrs. W. S.....	15 00
Pennoyer, Mrs. P. C..	5 00	Pope, Mrs. Charles	
Pentlarge, Victor H..	5 00	Frank	15 00
Perkins, Mrs. George		Porter, Mrs. H. Hobart	5 00
W.	25 00	Porter, Mrs. Nathan T.	10 00
Perkins, Mrs. Henry A.	2 00	Porter, Willis D....	1 00
Perkins, Russell	10 00	Post, Arthur	1 00
Perrine, Russell J....	5 00	Post, Mrs. Carroll J.,	
Peters, Miss Alice R..	5 00	Jr.	5 00
Peters, Mrs. Charles G.	5 00	Post, James H.....	100 00
Peters, Mrs. Edward		Potter, Mrs. Edward	
McClure	10 00	T.	15 00
Peters, Mrs. Ralph....	5 00	Pouch, Edgar D.....	10 00
Peters, Mrs. Samuel T.	5 00	Pouch, William H....	10 00
Peters, Mrs. Theodore		Powell, Wilson M., Jr.	50 00
L.	50 00	Powers, William F. Co.	5 00
Peters, Mrs. W. R....	35 00	Pratt, Charles H.....	60 00
Phelps, Miss Claudia		Pratt, Mrs. Charles M.	25 00
Lea, 2d	10 00	Pratt, Mrs. John T...	10 00
Phelps, Miss Eleanor		Pratt, Samuel	5 00
Sheffield	10 00	Prentiss, Henry	5 00
Phelps, Mrs. Luis J..	5 00	Presbrey, Miss Alice..	2 00
*Phelps, Mrs. William		Presbrey, Mrs. Frank. S. R.	5 00
W.	100 00	Preston, Mrs. Veryl..	2 00
*Philbin, Eugene A....	10 00	Price, Walter W....	25 00
Phillips, Miss E. A. G.	2 00	Prime, Miss Cernelia.	10 00
Phillips, Mrs. Townsend	3 00	Prior, Miss Elizabeth	
Phillips, Wendell E.	10 00	S.	5 00
Phipps, Miss Ada....	5 00	Proctor, Mrs. Thomas	
Pichel, Mrs. Herman..	1 00	R.	35 00
Pierce, Edward Allen. G. R.	10 00	Pryor, Mrs. S. Morris.	2 00
Pierrepont, Miss Julia		Putnam, Mrs. Clara B. G. R.	5 00
J.	5 00	Putnam, Miss Ethel F.	1 00

* Dec. used.

Putnam, Mrs. William		Richardson Bros.	\$5 00
A.	\$5 00	Richardson, Mrs. C.	
Putnam's, G. P. Sons.	10 00	Tiffany	25 00
Pyne, Mrs. M. Taylor.	10 00	Richardson, William C.	3 00
Pyne, Mrs. M. Taylor. S. R.	10 00	Richardson, Mrs. Wil-	
		liam J.	2 00
Q		Riegger, Arnold F....	50 00
Quinn, William J....	5 00	Riggs, George C.....	5 00
		Riker, William J.....	10 00
R		Rionda, Mrs. Manuel.	230 00
Racky, John	2 00	Rittenhouse, Miss J. B. G. R.	2 00
Rainsford, William S.	5 00	Rives, Mrs. W. C.....	5 00
Rankine, Mrs. William		Robbins, Chandler ...	10 00
B.	2 00	Robbins, Mrs Julian	
Rapalje, Mrs. Eliza-		W.	15 00
beth M.	2 00	Roberts, G. Theodore..	10 00
Rapoport, Jacob	15 00	Roberts, John E.....	10 00
Rappold, J. C.....	2 00	Roberts, Miss Marion	
Rauch, Frederick W..	10 00	L.	5 00
Ravner, William	5 00	Robertson & Sons.....	5 00
Rawitser, S. & Co., Inc.	5 00	Robinson, A. G.....	S. 25 00
Raymond, Arthur B..	10 00	Robinson, Mrs. Ken-	
"Reckitts"	25 00	neth D.	5 00
Redmond, Miss Emily.	20 00	Rockefeller, Laura Spel-	
Redmond, Mr. & Mrs.		man Memorial	500 00
Roland L.	10 00	Rockwood, Miss Kath-	
Reed, Henry Douglas.	15 00	erine C.	5 00
Rees, Louis J.....	10 00	Rodewald, Miss A. .	
Reese, W. Willis.... S. R.	25 00	Leontine	3 00
Reid, Fergus	S. R. 14 00	Roe, Livingston	1 00
Remington, H. W....	2 00	Roessler & Hasselacher	
Remsen, Miss Margaret		Chemical Co.	10 00
S.	10 00	Rogers, Francis	10 00
Renard, Mme. Ohrstrom	20 00	Rogers, Mrs. Francis.	10 00
Repper, William G. R.	3 00	Rohde, Miss Anna H..	S. 1 00
Reuther, William F..	5 00	Roosevelt, Miss Jean S.	10 00
Reutter, Mrs. Robert.	10 00	Root, Charles T.....	15 00
Reutter, Mrs. Robert.. G. R.	5 00	Roper, Mrs. Langdon	
Reynal, Mrs. E. S....	10 00	H.	2 00
Reynolds, George G...	55 00	Rosenbaum, Arthur A.	25 00
Reyte, Mrs. B..... G. R.	10 00	Rosenbaum, Harold A.	20 00
Rhineland, Mrs.		Rosenbaum, Relig	10 00
Thomas N.	10 00	Rosenbaum, Solomon G.	10 00
Rhoades, Miss Nina..	10 00	Rosenfeld, Edward L..	8 00
Richard, Miss Elvine.	50 00	Rosenzweig, Mrs. Vo-	
Richard, Harold C...	10 00	seph	5 00
Richards, Mrs. Eben..	5 00	Ross, Miss Anne O....	S. 3 00
Richards, Ellis G.....	15 00	Ross, Mrs. Donald G..	7 00
Richards, George H...	10 00	Ross, W. A. & Bro....	10 00

Rothschild, E. S.....	\$5 00	Sawyer, Mrs. H. E....	\$5 00
Rowe, Gavin	5 00	Sawyer, Mrs. Philip C.	2 00
Royce, James C.....	5 00	Saxe, Sigmund	10 00
Rusch & Co.....	10 00	Sayre, Miss Mary Hall	2 50
Rushmore, J. D.....	1 00	Sayres, Gilbert V.....	1 00
Russell, Miss Anna W. S.	25 00	Schall, William & Co.	10 00
Russell, Mrs. Howland S. R.	10 00	Scharps, Albert T.... G. R.	5 00
Russell, Irving L.....	5 00	Schavrien, Charles ... G. R.	2 00
Russell, James W....	2 00	Schieffelin, Mr. & Mrs.	
Russell & Erwin Mfg.		W. J.	20 00
Co.	5 00	Schieffelin, Mr. & Mrs.	
Rutherford, Miss E. F.	10 00	W. J. S. R.	5 00
Ryan, Frank J..... S. R.	5 00	*Schiff, Jacob H.....	100 00
Ryle, Arthur	10 00	*Schiff, Jacob H..... S. R.	50 00
		*Schiff, Jacob H..... A. S	500 00
		Schiff, Mortimer L....	25 00
		Schlegel, G. G. R.	2 00
		Schlesinger, Miss Anna	5 00
		Schlesinger, Max	10 00
		Schley, Mrs. Kenneth	
		B.	10 00
		Schliemann, Mrs. John	3 00
		Schloss, Henry W.... G. R.	10 00
		Schlosser, Mrs. Her-	
		man	G. R. 5 00
		Schnabel, Miss Laura.	5 00
		Schnabel, Miss Laura. S. R.	3 00
		Schniewind, Heinrich,	
		Jr.	10 00
		Schoder, Rex F.....	2 00
		Schuyler, Miss Louisa	
		Lee	5 00
		Schwab, Miss Emily..	5 00
		Schwartz, Louis F....	5 00
		Schwarzenbach, F.... G. R.	2 00
		Schwarzenbach, Robert	
		J. F.	5 60
		Scott, Mrs. George S. S. R.	40 00
		Scott, Henry L.....	5 00
		Scott, Miss Louise B.	10 00
		Scott, Miss Mary Eve-	
		lyn	25 00
		Scovill, Miss E. Mar-	
		garet	2 00
		Scoville, Miss Edith..	10 00
		Scoville, Miss Grace.. S. R.	25 00
		Scrymser, Mrs. James	
		A.	200 00

* Deceased.

Scudder, Miss Antoinette Q.	\$5 00		Simonds, Mr. & Mrs. R. G.	\$20 00	
Seabrook, Mrs. H. H. .	10 00		Simpson, George R. . .	10 00	
Seasongood, A. J. . . . S. R.	5 00		Simpson, Miss Jean Walker	20 00	
Sedgwick, Miss Grace.	5 00		Simson, Mrs. R. S. R.	1 00	
See, A. B. Electric Elevator Co.	15 00		Sinclair, Mrs. Donald B.	25 00	
Seeman Bros.	10 00		Skeel, Roswell, Jr. . . . S. R.	15 00	
Seeman, Daniel W. . . .	10 00		Skeel, Mrs. Roswell, Jr. S. R.	50 00	
Seibels, Mrs. Robert E.	10 00		Skinner, Edward	10 00	
Seibert, Jacob, Jr. . . .	5 00		Skougaard, Jens	50 00	
Seligman, George W. . .	5 00		Slade, Francis Louis. .	5 00	
Seligsberg, Alfred F. . .	10 00		Slimon, Robert & Co., Inc.	1 00	
Seril, Raphael	10 00		Sloan, Miss Mary A. . .	10 00	
Sexton, Miss Ethel. . . . G. R.	1 00		Sloan, Samuel	10 00	
Seymour, Henry T. . . .	5 00		Sloan, Mrs. William S.	10 00	
Shainwald, Mrs. Ralph L.	5 00		Sloane, John	10 00	
Shea, George E.	5 00		Sloane, Mrs. John. . . .	10 00	
Sheffield, Mrs. T. A. . . S.	2 00		Sloane, Mrs. William Douglas	25 00	
Shelton, George G. . . .	10 00		Small, J. L. S.	1 00	
Shenk, Joseph	10 00		Smedley, Miss Agnes. .	5 00	
Shepard, Miss Annie R.	10 00		Smidt, Thomas	20 00	
Shepard, Mrs. Elizabeth D.	25 00		Smith, Mrs. A. Alexander	5 00	
Shepard, Mrs. Elliott F.	25 00		Smith, Miss Emily L. L.	10 00	
Sherman, Charles Austin	10 00		Smith, Eugene	25 00	
Sherman, Mrs. Charles E.	5 00		Smith, Mrs. Fitch W. . .	10 00	
Sherman, Frederic F. . . G. R.	5 00		Smith, George C.	10 00	
Sherman, Mrs. Frederick D.	5 00		Smith, Miss Josephine C.	10 00	
Sherrill, Miss Helen L.	4 00		Smith, Miss Madeline D.	5 00	
Shongut, Abraham L. . .	5 00		Smith, Miss Marjorie D.	5 00	
Sibley, Mrs. Hiram W. . .	15 00		Smith, Munroe	5 00	
Sichel, Rene A.	15 00		Smith, Ormond G.	10 00	
Sidenberg, Mrs. Charles	3 00		Smith, Pierre J.	10 00	
Siegmán, M. B. & Co. . .	20 00		Smith, Mrs. Pierre J. .	10 00	
Sikes, Franklin V. . . .	5 00		Smith, Mrs. R. Penn, Jr. G. R.	10 00	
Silberstein, Abraham. .	5 00		Smith, Mrs. William H.	5 00	
Silk Finishing Co. of America	25 00		Smithers, Mrs. Christopher D.	20 00	
Sills, Henry J.	15 00		Snow, E. G.	25 00	
Silver, H. Percy. S. R.	14 00				
Simon, A. L. & Co. . . .	10 00				
Simon, Franklin & Co. .	10 00				

Snowden, James Hastings	\$100 00	Stewart, W. R.	\$10 00
Solomon, Mrs. S. B. . .	2 00	Stiegler, George M. G. R.	5 00
Solomon, William C. .	5 00	Stieglitz, Leopold	10 00
Sommerich, Edwin ...	5 00	Stillman, Miss Char-	
Sorchan, Miss Louisa		lotte R.	50 00
Beatrice	10 00	Stimson, Henry A.	5 00
Souls, William H.	3 00	Stimson, Henry L.	10 00
Spalding, A. G. & Bros.	10 00	Stinson, Mrs. F. T.	2 00
Spalding, Miss Helen		Stirea, Ernest M.	30 00
H.	15 00	Stirn, L. & E.	20 00
Sparks, T. Ashley	55 00	Stitt, William J.	10 00
Spaulding, S. S.	30 00	Stoddard, B. R.	5 00
Speir, Mrs. Lewis D. .	1 00	Stokes, Mrs. Anson	
Spence, Miss Margaret	5 00	Phelps	100 00
Spencer, Charles H. . .	10 00	Stone, Miss Annie.	10 00
Speyer & Co.	10 00	Stone, Miss Ellen J. . .	25 00
Speyers, Mrs. James		Stone, Junius H.	10 00
Bayard	5 00	Storey, Miss Lydia M.	10 00
Spool Cotton Co.	25 00	Storrs, Frank V.	10 00
*Spring, Miss Anna		Straight, Mrs. Willard	
Riker	10 00	D.	100 00
Squire, George H., Jr.	10 00	Stratton, Albert El-	
Standish, Mrs. Myles. . S. R.	5 00	bridge	1 00
Star Waist House.	1 00	Straus, Herbert N.	25 00
Starrett, Mrs. M. G. .	5 00	Straus, Mrs. Marcus. .	10 00
Stauffen, Mrs. E.	1 00	Straus, Percy S.	10 00
Stearns, Mrs. E. H. . .	5 00	Strauss, A. L. G. R.	10 00
Stebbins, E. Vail.	10 00	Strauss, Albert	10 00
Steele, Charles	10 00	Strauss, Joseph	2 00
Steese, Mrs. Edwin S.	5 00	Strauss, Nathan	4 00
Stein, Miss Helen A. .	2 00	Strong, Mrs. J. R.	35 00
Stein, Mrs. J.	2 00	Strong, Mr. & Mrs.	
Steingester, Mrs. J.	5 00	Thomas W.	5 00
Steinhardt Children. .	1 02	Stroock, Louis S.	5 00
Steinhardt, Henry.	10 00	Strouse, David E.	5 00
Stephens, T. W.	5 00	Stuart, Mr. & Mrs.	
Sterling, Nelson D. . .	5 00	James M. S. R.	5 00
Stern, Benjamin.	10 00	Stubner, William A. . .	5 00
*Stern, Charles.	5 50	Sturges, W. W.	5 00
Stern, Nathan J.	10 00	Sturgis, Mrs. Frank K. S. R.	10 00
Sternberger, Mrs. Mau-		Stursberg, Mrs. Julius	
rice M.	10 00	A.	5 00
Stettheimer, Mrs. R. W.	5 00	Stuyvesant, A. Van	
Stevens, Mrs. Byam K.	10 00	Horn, Jr.	25 00
Steward, Robert Bruce	5 00	Stuyvesant, Miss Anne	
Stewart, Mrs. James. .	5 00	W.	25 00
Stewart, Lisenard. . .	25 00	Stuyvesant, Miss Cath-	
		erine E. S.	10 00

* Deceased.

Sullivan, Mrs. James..	\$10 00	Thompson, Mrs. Lewis	
Sullivan, Miss M.		S.	\$10 00
Louise	10 00	Thomson, George M..	5 00
Sullivan, Miss M.		Thomson, John W....	10 00
Louise (In memory		Thorburn, Miss C. M..	2 00
of Mrs. E. S. Sulli-		Thorburn-Artz, Mrs.	
van)	5 00	L. N.	2 00
Susquehanna Silk Mills	10 00	Thorn, Mrs. Margaret.	2 00
Sutphen, Mrs. Henry R.	5 00	*Thorne, Miss Eliza A.	10 00
Swan, Mrs. Lyndon M.	3 00	Thorne, Jonathan	25 00
Swetland, H. M.....	5 00	Thorne, Samuel, Jr..	5 00
Swezey, Mrs. Christo-		Thorne, Mrs. Samuel,	
pher	10 00	Jr.	5 00
Switzer, Mrs. James		Tiebout, Miss Margaret	
Eads	1 00	B.	60 00
Swords, Mrs. Charles		Tiffany, Louis C.....	10 00
R.	10 00	Tiffany Studios	10 00
		Tift Bros.	10 00
		Tilford, Mrs. Henry M. S. R.	1 00
		Timpson, Miss Marga-	
		ret C.	10 00
		Titus, Henry	15 00
		Tobey, Orville H....	10 00
		Tod, Mrs. J. Kennedy.	5 00
		Todd, Miss Clover....	2 00
		Tomkins, Calvin	5 00
		Tompkins, Hamilton B.	10 00
		Tompkins, Hamilton B. S. R.	10 00
		Tompkins, Mrs. Wil-	
		liam W.	25 00
		Tompkins, Mrs. Wil-	
		liam W. S. R.	5 00
		Tong, Alfred E.....	10 00
		Torrance, Henry, Jr..	2 00
		Torrance, Norman F..	2 00
		Tower, Edward M. C. G.. R.	10 00
		Towne, Frank B.....	25 00
		Towne, Mrs. John H..	60 00
		Townsend, Arthur O.	10 00
		Townsend, H. Notting-	
		ham	G. R. 25 00
		Townsend, Isaac	25 00
		Townsend, Miss Mary	
		Allen	5 00
		Tracy, Miss Helen	
		Dawson	5 00
		Trapp, Leopold	5 00
		Travers, George W....	10 00

* Deceased.

Tredwell, Edgar Alan-son	\$5 00	Vander Horst, Mrs. Elias	G. R.	\$5 00
Trevor, William	5 00	Van Gerbig, Mrs. Ba- rend		25 00
Tripler, F. R. & Co... ..	5 00	Van Ingen, Mrs. E. H. ..		10 00
Troescher, A. F.....	25 00	Van Nest, Mrs. Frank R.		5 00
Trommer, George F... ..	5 00	Van Norden, Mrs. Theodore L.		5 00
Trotter, Theodore V. A.	2 00	Van Raalte, Z.....		10 00
Truesdale, William Haynes	10 00	Van Rensselaer, Mrs. Kiliaen		5 00
Tuck, Mrs. Henry....	5 00	Van Valkenburg, Mrs. Carlton		2 00
Tucker, Charles	G. R. 2 00	Van Wezel, Marcus S.		5 00
Tuckerman, Mr. & Mrs. Alfred	40 00	Van Wicklen, F. M... ..	G. R.	3 00
Tuckerman, Mr. & Mrs. Paul	50 00	Van Winkle, Miss Mary D.		5 00
Turnbull, Miss Alice..	5 00	Van Winkle, Miss Mary Starr		1 00
Turnbull, Miss Ethel..	15 00	Varnum, Mrs. James M.		10 00
Turnbull, Mrs. Ram- say	5 00	Veit, Millard	G. R.	1 00
Turner, Miss Jessie F. G. R.	2 00	Verdi, Mrs. C. de S... ..		5 00
Twichell, Mrs. B. P..	25 00	Vietor, Mrs. Ernest G.		7 00
U				
Ullmann, Sig.	3 00	Vietor, Mrs. George F.		10 00
Ulman, Mrs. Morris S.	5 00	Vietor, Thomas F....		20 00
Ulman, William Alban. G. R.	10 00	Villard, Mrs. Henry..		10 00
Ulmann, Mr. & Mrs. Carl J.	20 00	Villard, Oswald Garri- son		5 00
Ulmann, Ludwig	3 00	Volkenberg, Albert ...	G. R.	2 00
Unckles, Thomas H... ..	5 00	Vollkommer, Joseph... ..	G. R.	1 00
Underhill, Mrs. A. C.	3 00	Vondermuhll, Mrs. George A.		2 00
Underhill, W. P.....	10 00	Voorhees, James D... ..		10 00
Underhill, Mrs. Walter	10 00	Vorhaus, Louis J.....		10 00
United Piece Dye Works	25 00	W		
United States Bung Mfg. Co.	5 00	Wade, Mrs. Alfred B.		10 00
Unterberg, Israel	S. R. 5 00	Wadhams, Robert P... ..	G. R.	5 00
Upham, Mrs. Elizabeth K.	10 00	Wadsworth, Mrs. Au- gustus B.		5 00
V				
Valentine, David.....	G. R. 5 00	Wadsworth, Mrs. Charles D.		5 00
Van Beuren, Mrs. Fred- erick T.	15 00	Walbridge, Mrs. F. S. G. R.		2 00
Van Brunt, Jeremiah R.	15 00	Walbridge, Henry D... ..		10 00
		Walcott, Mrs. Frederic C.		10 00

Walker, Frederick W..	\$5 00	Weber, Richard	\$5 00
Walker, Mrs. Joseph, Jr.	5 00	Webster, Mrs. Albert Lowry	G. R. 25 00
Walker, Mrs. Samuel S.	5 00	Wechsler, Walter M..	G. R. 5 00
Wallach, Nathan	G. R. 1 00	Weeks, O. J. Co., Inc..	G. R. 10 00
Wallin, Dr. Mathilda K.	G. R. 5 00	Weeks, Percy S.....	G. R. 5 00
Walser, Conrad	5 00	Weeks, Thomas W....	10 00
Walsh, O. J.....	G. R. 2 00	Weil, Isaac	5 00
Walter, Edwin J.....	10 00	Weil, M. Sanford....	5 00
Walton, Francis Eames	G. R. 10 00	Weiman, Miss Rita...	G. R. 5 00
Wanaque River Paper Co.	G. R. 5 00	Weinberg, Mrs. Charles	5 00
Wanger, Mrs. S. F....	10 00	Weir, Mrs. J. D.....	G. R. 5 00
Ward, Artemas	100 00	Weissberger, Mrs. Harry A.	G. R. 1 00
Ward, Miss Caroline C.	10 00	Welch, Holme & Clark Co.	10 00
Ward, Mrs. Edgar B..	G. R. 5 00	Weld, De Witt C.....	3 00
Ward, Henry Galbraith	20 00	Wellington, Miss Eliza- beth R.	50 00
Ward, Mrs. William E.	G. R. 5 00	Wells, Henry C.....	10 00
Wardwell, Allen	10 00	Wendelken, I. M.....	10 00
Warner Bros.	G. R. 5 00	Wendt, Alfred	10 00
Warner, M. J.....	G. R. 10 00	Wensley, Robert L....	3 00
Warner Sugar Refining Co.	10 00	Werner, Miss Miriam.	2 00
Warner, Mrs. Truly..	G. R. 10 00	Wertheim, Jacob	25 00
Warren, Mrs. E. Wal- pole	10 00	West End Publishing Co.	5 00
Warren, Frederick P.	S. 5 00	Westervelt, William Young	5 00
Warren, Walter Phelps, Jr.	2 00	Wetmore, Mrs. George Peabody	10 00
Washburn, Miss Jane C.	G. R. 3 00	Wheeler, Edward J... Wheeler, Miss Laura..	5 00 5 00
Washburn, William Ives	10 00	White, Alexander M., Sr.	25 00
Waters, Mrs. Henry..	2 00	White, Alfred T.....	10 00
Watson, Mrs. J. Henry	10 00	White, Rev. & Mrs. Eliot	5 00
Watson, Mrs. James S.	25 00	White, Miss Frances E.	50 00
Watts, Mrs. Martin S.	2 00	White, Miss Henrietta	10 00
Wayland, John Elton.	25 00	White, Miss May W..	20 00
Wayland, Thomas C..	5 00	White, Miss V. M....	5 00
Webb, H. St. John...	G. R. 10 00	White, W. S.....	G. R. 5 00
Webb, Miss May T....	15 00	White, William Au- gustus	10 00
Webb, Mrs. Vanderbilt	25 00	Whitehouse, Mrs. J. H.	10 00
Weber, Charles, Jr....	1 00	Whiting, Edward McK.	2 00
Weber, Charles F....	50 00	Whitlock, Miss M. G..	10 00

Whitman, Mrs. Eben E.	\$3 00	Wisner, Miss Elizabeth H.	\$25 00
Whitman, Mrs. James S. G. R.	10 00	Witherbee, Mrs. B. H. G. R.	5 00
Whitney, J. B.	15 00	Witherbee, Mrs. Frank S.	15 00
Whitney, J. F. & Co. .	5 00	Withers, Mrs. Creighton	5 00
Whittemore, Howard. .	10 00	Woerishoffer, Mrs. Anna	25 00
Wickersham, George W. S. R.	50 00	Wolf, Frank G. R.	5 00
Wickes, Mrs. Henry P. G. R.	5 00	Wolff, Hermann H.	10 00
Widener, Mrs. George D.	25 00	Wolff, Mrs. Julius R.	5 00
Wiernik, Peter	5 00	Wolff, Mrs. Lewis S.	10 00
Wilbour, Victor G. R.	1 00	Wolff, Louis	5 00
Wilkinson Bros. & Co., Inc.	10 00	Wollman, Henry S. R.	1 00
Wilkinson, Edward T. .	10 00	Wood, Mrs. Charles Boughton	5 00
Willard, Eugene Sands .	10 00	Wood, Mrs. John D.	15 00
Willcox, William G. . .	10 00	Wood, Joseph G. R.	1 00
Willcox, Mrs. William Goodnow	10 00	Wood, Mrs. William Halsey	2 00
Willenborg, C. & Co. .	10 00	Woodin, W. H., Jr.	10 00
Willenbrock, Mrs. Fred .	2 00	Woodin, William H.	15 00
Willets Mrs. Edward. .	10 00	Woodman, Raymond H.	1 00
Williams, Clarence E. . G. R.	10 00	Woodruff, Arthur C. . . G. R.	1 00
Williams, James D. . . .	5 00	Woods, William	10 00
Williams, Mrs. William Bisland	5 00	Woolley, Mrs. Park Mason	20 00
Williamson, D. D. & Co., Inc.	5 00	Woolverton, Mrs. W. H.	10 00
Williamson, Miss Mary B.	5 00	Woolworth, Mr. & Mrs. W. S.	5 00
Wills, Ernest C.	10 00	Worms, Abe G. R.	3 00
Wilmerding, Lucius. . .	10 00	Worrall, Mrs. Thomas. G. R.	2 00
Wilmerding, Mrs. Lucius K.	10 00	Worth, Archibald C.	10 00
Wilsnack, William A. & Son G. R.	5 00	Wrenn, George L., Jr. . G. R.	25 00
Wilson, Mrs. Marshall Orme	25 00	Wright, Miss Constance	5 00
Wilson, R. Thornton. . .	10 00	Wunderlich, F. W.	5 00
Wilson & Bradbury. . . G. R.	5 00	Wynkoop, Mrs. Gerardus M. G. R.	5 00
Winkhaus, Mrs. Augusta C.	5 00	Y	
Winkhaus, Frederick. .	10 00	Yeatman, Pope G. R.	25 00
Winston, Owen	5 00	Yeisley, Mrs. George C.	5 00
Wise, Benjamin S. . . . G. R.	10 00	Young, Mrs. A. Murray	20 00
Wise, Edward H.	10 00	Young, Mrs. Horace G.	5 00
Wise, Sanford J. G. R.	5 00	Young, Mrs. Rida Johnson	10 00
Wish, P. Edward.	5 00	Young, Mrs. W. H.	25 00

Z

Zabriskie, Mrs. Andrew		Zabriskie, Mrs. George	10 00
C. G. R.	10 00	Zagor, Herman I. G. R.	10 00
Zabriskie, Christian B. G. R.	5 00	Zehnder, Mrs. C. H. ...	10 00
Zabriskie, Miss Ethel.	20 00	Zehnder, Charles H. ... G. R.	10 00
Zabriskie, George	25 00	Zerega, Miss Florence. G. R.	25 00
Zabriskie, George S. R.	5 00	Zuckerman, Henry ... G. R.	5 00

ANONYMOUS CONTRIBUTIONS

2 of \$25	\$50 00	"J"	3 00
2 of \$10	20 00	"F. S."	10 00
4 of \$5	20 00	"M. L."	10 00
1 of \$1	G. R. 1 00	"B. B. S."	10 00
"Cash" Contributions		"C. S. S."	50 00
1 of \$10	10 00	"D. P. F."	10 00
1 of \$5	5 00	"G. G. M."	5 00
1 of \$5	G. R. 5 00	"H. A. P."	25 00
1 of \$2	G. R. 2 00	"I. B. G."	20 00
3 of \$1	3 00	"A Friend"	50 00
9 of \$1	G. R. 9 00	"A Friend"	5 50
2 of \$1	S. R. 2 00	"From A Friend"	3 00
2 of 50c	1 00	"A Bridgeport Friend"	10 00

CONTRIBUTIONS OF CLOTHING, READING MATTER, ETC.

Adams, Mrs. C. Thayer.	Judson, Mrs. H. I.
Bissell, P. St. George.	Lockwood, Mrs. I. Ferris.
Blumenthal, Mrs. S.	Logie, Mrs. Robert.
Brown, Mrs. W. R.	Loines, Mrs.
Cady, Lyndon B.	Ludlow, George P.
Cass, E. R.	Machen, Mrs. C. W.
Colgate, W.	Miller, Mrs. A.
Fackler, D. P.	Needlework Guild.
Frank, Mrs. L. E.	Perry, Mrs. A.
Fregensberg, Mrs.	Sahler, Miss Helen G.
Goodwin, Mrs. J. J.	Schwab, Mrs. N.
Greenbaum, C. L.	Skeel, Roswell, Jr.
Holt, Mrs. L. E.	Tucker, Mrs. S. A.
Howes, R.	Wolf, Mrs. L. J.

CONSTITUTION AND BY-LAWS

AN ACT to incorporate The Prison Association of New York. Passed May 9, 1846, by a two-thirds vote. (As subsequently amended.)

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. All such persons as are now and hereafter shall become members of the said association pursuant to the constitution thereof, shall and are hereby constituted a body corporate by the name of The Prison Association of New York, and by that name have the powers that by the third title, of the eighteenth chapter, of the first part of the Revised Statutes, are declared to belong to every corporation, and shall be capable of purchasing, holding and conveying any estate, real or personal, for the use of said corporation, provided that such real estate shall never exceed the yearly value of ten thousand dollars, nor be applied to any other purpose than those for which the corporation is formed.

§ 2. The estate and concerns of said corporation shall be managed and conducted by its executive committee, in conformity to the constitution of the said corporation; and the following articles that now form the constitution of the association shall continue to be the fundamental laws and constitution thereof, subject to alterations in the mode therein prescribed.

ARTICLE FIRST.

The objects of the association shall be:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.

2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.

3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.

ARTICLE SECOND.

The officers of the society shall be a president, vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and there shall be the following standing committees, viz.: a finance committee, a committee on detentions, a committee on prison discipline, a committee on discharged convicts and an executive committee. The number of the executive committee shall consist of not more than thirty-five, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

ARTICLE THIRD.

The officers named in the preceding article shall be ex-officio members of the executive committee, who shall choose one of their number to be chairman thereof.

ARTICLE FOURTH.

The executive committee shall meet once in each month, and keep regular minutes of their proceedings. They shall have a general superintendence and direction of the affairs of the society, and shall annually report to the society all their proceedings, and such other matters as shall be likely to advance the ends of the association.

ARTICLE FIFTH.

The society shall meet annually in the city of New York, at such time and place as the executive committee shall appoint, and at such other times as the president, or in his absence, one of the vice-presidents, shall designate.

ARTICLE SIXTH.

Any person contributing annually to the funds of the association not less than five dollars shall, owing to such contribution, be a member thereof. A contribution of five hundred dollars shall constitute a life patron; a contribution of one hundred dollars shall constitute an honorary member of the association for life, and a contribution of fifty dollars shall constitute a member of the association for life. Honorary and corresponding members may, from time to time, be appointed by the executive committee.

ARTICLE SEVENTH.

A female department shall be formed, consisting of such females as shall be selected by the executive committee, who shall have charge of the interest and welfare of prisoners of their sex, under such regulations as the executive committee shall adopt.

ARTICLE EIGHTH.

The officers of the association shall be chosen annually at the annual meeting, at which time such persons may be elected honorary members as shall have rendered essential service to the cause of prison discipline.

ARTICLE NINTH.

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and co-operating with it.

ARTICLE TENTH.

The executive committee shall have power to add to any of the standing committees such persons as, in their opinion, may be likely to promote the objects of the society, and shall have power to fill any vacancy which may occur in any of the offices of the association, intermediate the annual meetings.

ARTICLE ELEVENTH.

This constitution may be amended by a vote of the majority of the society at any meeting thereof, provided notice of the amendment has been given at the next preceding meeting.

The officers elected for the current year, under the constitution shall continue to be the officers thereof until others shall be duly chosen in their places.

And it is hereby further enacted that no manager of said society shall receive compensation for his services.

§ 3. The said executive committee shall have power to establish a workhouse in the county of New York, and in their discretion, to receive and take into the said workhouse all such persons as shall be taken up and committed as vagrants or disorderly persons in said city as the Court of General Sessions of the Peace, or the Court of Special Sessions, or the Court of Oyer and Terminer, in said county, or any police magistrate, or the commissioner of the almshouse may deem proper objects, and the said executive committee shall have the same powers to keep, detain, employ and govern the said persons as are now by law conferred on the keepers of the bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate and concerns of said association and the management, government, instruction, discipline and employment, of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents, and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee

shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee, and generally all such facts and particulars as may exhibit the operations of the said association.

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said workhouse, to bind out the said persons so being minors, as aforesaid, as apprentices or servants, with their consent during their minority, to such persons and at such places, to learn such proper trades and employments as in their judgment will be most conducive to their reformation and amendment and future benefit and advantage of such persons.

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect, and examine, all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in relation to the inspectors thereof; provided, that no such examination or inspection of any prison shall be made until an order for that purpose

to be granted by the chancellor of this State, or one of the judges of the Supreme Court, or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

BY-LAWS

I. There shall be a stated meeting of the executive committee on the third Thursday of each month, and special meetings shall be held on the requisition of the chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting. The annual meeting shall be held on the third Thursday of January in each year at half-past three in the afternoon at the office of the association.

The number of members composing the executive committee exclusive of the officers of the association, is hereby fixed at twenty-four, and divided into four groups or classes as follows: At the election held at the annual meeting of the year 1916, there shall be elected, to serve from that date, six members for the term of one year, six for the term of two years, six for the term of three years, and six for the term of four years. At each annual meeting thereafter six members shall be elected for the term of four years in place of those whose terms of office then expire. Any vacancies in the membership of the committee by death, resignation or otherwise, may be filled either by the association at any annual meeting, or, in interims between the annual meetings, by the executive committee.

II. At every meeting of the executive committee five members shall be necessary to constitute a quorum.

III. The order of business at the annual meeting shall be as follows:

1. Election of chairman and secretary.
2. The reading of the minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.

5. Report of corresponding secretary on the work of the year.
6. Annual report of the treasurer.

IV. The order of business at every other stated meeting shall be as follows:

1. The reading and approval of the minutes of the last preceding meeting.
2. Report of treasurer.
3. Reports from standing committees.
4. Report from the corresponding secretary.
5. Reports from special committees.
6. Report from the general agent.
7. Miscellaneous business.

At a special meeting no other business shall be transacted than that for which the said meeting was called.

V. The chairman shall appoint all standing and special committees and decide all questions of order, subject to an appeal; and the rules of order shall be those embodied in Cushing's Manual, so far as they are applicable.

VI. The recording secretary of the association shall be the secretary of the executive committee; and it shall be his duty to keep the minutes of the proceedings of said committee, to record them in a book provided for that purpose, and to give due notice of all meetings of the committee.

VII. The corresponding secretary shall conduct the correspondence of the executive committee and of each of the standing committees; and shall act as the general financial agent of the association, and shall report at each stated meeting of the committee.

VIII. The treasurer shall have charge of the funds of the association, and shall give such security as the executive committee may require. His duties are more fully defined in by-law X.

IX. There shall be six standing committees, namely, on finance, detentions, discharged convicts, law, house, and library.

X. The committee on finance shall be charged with the duty of raising and caring for the funds.

The funds of the association shall be divided into three parts to be known as:

1. The endowment fund.
2. The reserve fund.
3. The general fund.

The Endowment Fund.— The endowment fund shall consist of such contributions as shall be given with the restriction that the income only shall be used for the purpose of the association and all legacies.

The Reserve Fund.— The reserve fund shall consist of such sums as may be set aside from the general fund from time to time by the executive committee for investment. Whenever any part of the reserve fund shall be appropriated by the executive committee, such sum shall be immediately transferred to the general fund. The endowment and reserve funds shall be under the immediate direction and control of the committee on finance, and all investments of these funds shall be ordered by the committee. The treasurer of the association shall be a member and act as the treasurer of the committee on finance and shall be responsible for the safe-keeping of the sureties of the endowment and reserve funds.

Any uninvested balance of the endowment and reserve funds shall be kept each in separate trust companies in the name of the association, subject to check of the treasurer, and shall, whenever possible, bear interest. All income from the endowment and reserve funds may be transferred to the general fund as soon as received.

No part of the reserve fund shall be used for any purpose except by resolution of the executive committee, and

whenever any part shall be appropriated by the executive committee it shall immediately be transferred to the general fund.

The General Fund.—The term “general fund” shall cover all receipts of the association not constituting a special fund or specified for the endowment fund, the intention being that all the income, except legacies, including donations for general purposes, and income from endowment and reserve funds, shall be credited to the general fund to which the authorized disbursements of each activity of the association shall be charged at the close of the fiscal year.

The treasurer shall notify the corresponding secretary at once of all transfers of income from the endowment and reserve funds to the general fund.

The treasurer shall notify the corresponding secretary, immediately on receipt by him of any sum for the account of the association that such receipt may be entered at once to the credit of the proper account on the books of the association.

The corresponding secretary shall be the general disbursing agent of the association, the object of the provision being to keep in the central offices of the association all receipts for payments by him for the association of any kind, nature or description, and to have in the central offices immediate record of all his disbursements. This provision shall not apply to the endowment and reserve funds.

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank as directed by the treasurer to the credit of the association. Whenever the executive committee shall make an appropriation out of either the reserve or general fund, the corresponding secretary shall send to the treasurer a copy of the resolution

making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association, subject to his check as treasurer in such bank as may be selected by him and approved by the committee on finance. Such account shall be separate and distinct from those accounts opened for the uninvested balance of the endowment and reserve funds.

The corresponding secretary shall keep a bank account in the name of the association, subject to his check as corresponding secretary for current disbursements, and shall deposit to the credit of said bank account all moneys he may receive from the treasurer drawn from the general fund.

The committee on finance shall audit and report upon accounts of the treasurer and of the corresponding secretary.

At each regular meeting of the executive committee the treasurer shall make a detailed statement of the receipts and disbursements for the preceding calendar month. He shall make a statement showing investments and the receipts and disbursements of the endowment and reserve funds; he shall make, at the annual meeting of the association, a detailed statement of receipts and disbursements for the fiscal year.

XI. It shall be the duty of the committee on detentions:

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and in Brooklyn, and to adopt proper measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto.

2. To visit frequently the prisons under their charge, and to endeavor to improve both the physical and moral condition of the prisoners in all suitable and practicable ways.

XII. It shall be the duty of the committee on discharged convicts:

1. To correspond with prison agents or superintendents relative to the character and trades of prisoners, and to ascertain, previous to the discharge of each prisoner, his feelings, views and capabilities, with a view of making the best arrangements for his future employment.

2. To keep a record of all persons who will employ discharged prisoners and of their several occupations; to procure such employment for prisoners and applying therefor as seems best adapted to the capacity of each; to hold correspondence with employers; to keep a record of the conduct and prospects of those for whom places have been obtained, that they may be sustained and encouraged with the idea that a continued friendly interest is felt for them.

3. To secure suitable boarding places for discharged prisoners, where they will not be exposed to corrupting influences, taking care not to have more than one in a place, where it can be avoided.

4. To see that the prisoners are provided with suitable clothing, of a kind that will not attract particular attention.

5. To consider the internal organization of the management of prisons, and the physical and moral influences to be exerted on the prisoners during their confinement, to report upon their health, reformation, upon convict labor, administration and internal police, on the comparative merits of different prison systems, and on the visitation of prisons and houses of reformation.

XIII. It shall be the duty of the committee on law to examine and report from time to time upon the penal legislation of the State, with their suggestions for the amendment thereto, to consider questions relating thereto which

are under discussion in the press or the Legislature, including pending bills, and report their views and conclusions upon them, also to care for the law business of the association.

XIV. It shall be the duty of the committee on house to care for the maintenance of the real estate of the association.

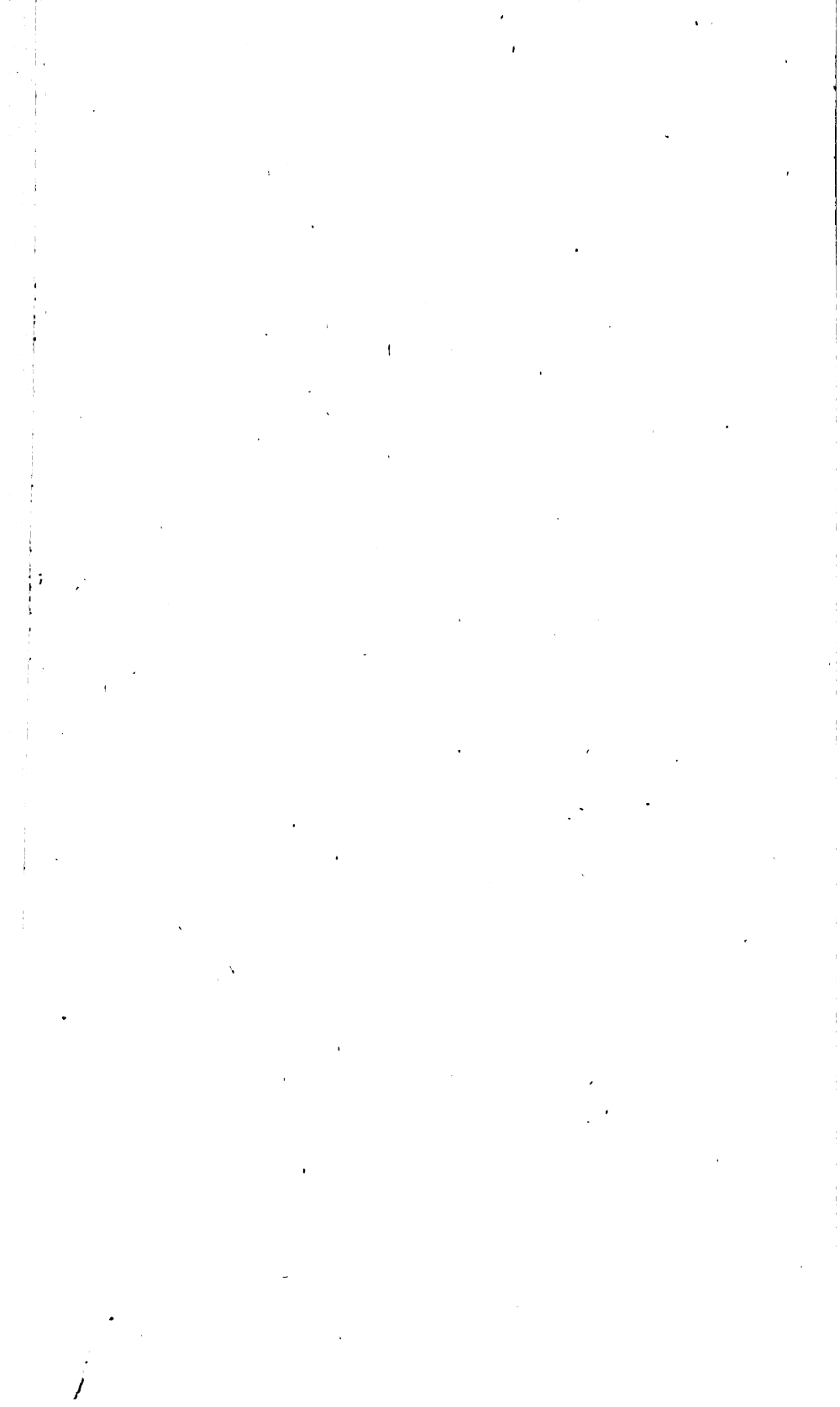
XV. It shall be the duty of the committee on library to see that it is properly housed and catalogued and to take steps for its increase.

XVI. One or more agents may be appointed by the executive committee to assist the standing committees in their duties.

XVII. The president, chairman of the executive committee, and corresponding secretary shall be members, ex-officio, of all the standing committees.

XVIII. No alteration shall be made in these by-laws except upon notice of the proposed amendment given at a previous meeting of the executive committee.





This book is under no circumstances to be taken from the Building

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